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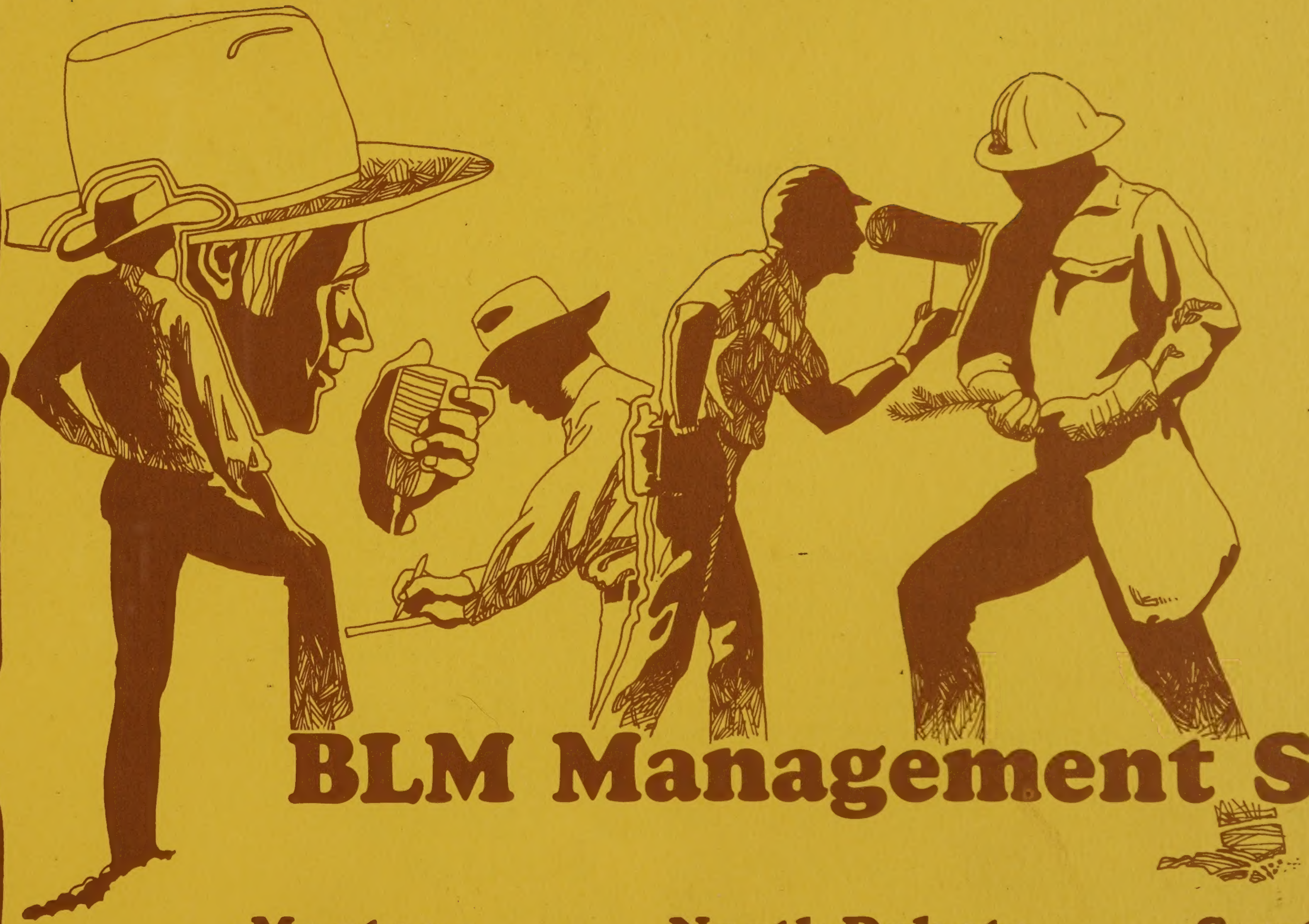

# BLM Management Study

Montana • North Dakota • South Dakota

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

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# BLM MANAGEMENT STUDY

## ··· MONTANA ··· NORTH DAKOTA ···
## ··· SOUTH DAKOTA ···

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MONTANA STATE OFFICE
BILLINGS MONTANA
JULY 1975

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# PREFACE

The Management Study Team recognized the importance of the Management Study and the impact it might have on Bureau of Land Management operations in Montana, North and South Dakota for the next decade. We realized that we must look at the organization and staffing from as many perspectives as possible. This included workload estimates, observations of field personnel, program guidance, skills analysis, past program performance, managerial theory and practice, resource relationships, and problem identification and analysis. We wanted to make certain that we did not overlook some major consideration and that each consideration was thoroughly scrutinized.

The five-month study required much discussion and evaluation of available information. We recognized the disruptions of major organization changes to programs and to employees and their families. Therefore, we were unanimously opposed to recommending major changes which were not fully justified. However, some major changes in organization, staffing, and administrative boundaries are recommended. In resolving issue after issue, these changes became apparent as the best use of public funds for sound resource management. We feel that the recommendations should greatly add to BLM's present capability, and that they far outweigh any costs or disruptions. Chapter 7 includes the guidelines for implementation, which we hope will be seriously considered in actually bringing about the recommended changes.

The Team began the study with the normal biases which we all possess. Many of these biases changed as a result of total group analysis and careful attention to the facts. It is, therefore, significant to note that all recommendations were the unanimous recommendations of the Team.

The study incorporates no preconceived organizational decisions. In this regard, we would like to commend both the State Director and the Steering Committee. They provided assistance, but were scrupulous in not allowing their own feelings to prejudice or pressure the Study Team.

The Management Study Team would like to express its sincere appreciation to the many BLM personnel throughout the national and Montana organizations. Their knowledge and candor provided the perspectives and concepts for a significant portion of the Team's recommendations. The Team is also indebted to the many individuals and groups representing various National Resource Land users and concerns in Montana and the Dakotas; as well as officials from concerned local, state, and federal governments, all of whom made significant input to the study. The Management Study Team is especially thankful to Jesse Lowe, Associate State Director, Wyoming; Ed Dettman, Management Analyst Officer, Denver Service Center; and Harold Martin, Operations Administrative Manager, Pacific Outer Continental Shelf Office, for their experienced help in management analysis concepts and techniques, and linear responsibility methodology.

# Introduction

# 1. INTRODUCTION

## 1.1 PURPOSE AND SCOPE

All organizations should periodically examine themselves to determine whether present capabilities and structure will handle future demands. The purpose of this Management Study is to recommend how the Bureau of Land Management (BLM) Montana State organization should be organized and staffed to handle its varied and changing management roles.

BLM's Montana State organization manages resources on almost 8.4 million acres of land surface, and 28 million acres of subsurface minerals in Montana, North Dakota, and South Dakota (The BLM is also the leasing or management agent on an additional 22 million acres of federal minerals located in national forests and parks, reclamation withdrawals, etc.). Since 1961, the three-state area has been subdivided into six Districts, which for that time provided the most efficient means of managing the National Resource Lands.

Over the past 14 years, however, all of the Districts have experienced considerable additions to their basic resource management responsibilities and functions. For example, the Montana BLM organization is now charged with administration of 43 percent of the nation's known strippable coal reserves, and with active programs for oil, gas, bentonite, and geothermal steam. In addition, effective July 1, 1975, the BLM was assigned sole responsibility for managing the nearly one million acre Charles M. Russell National Wildlife Range, which was previously managed jointly by the U.S. Fish and Wildlife Service and BLM.

These developments result in new demands and responsibilities; especially in view of the National Environmental Policy Act requirements, and trends toward increasing federal, state, and local planning and cooperation. All phases of resource management have increased in complexity, and they require new skill types. This is being done by altering present positions, which creates deficits in other program areas, and by establishing new positions. Despite variations in mission emphasis, organizational structures have remained essentially unchanged. New positions have been incorporated into existing structures which causes imbalances in staffing, work accomplishments, and managerial efficiency.

All of this has developed within an agency that was five years ago, a renewable resource organization which dealt primarily with range and watershed programs. Today's new additions and emphasis in mission make it essential to provide more responsive and efficient "on-the-ground management" of the National Resource Lands.

To meet the Bureau's new demands, it became apparent that changes in the overall organization and managerial structure might be needed. Therefore, in January of 1975, the State Director of Montana initiated an organization and management study. A Study Team was selected and the scope of the study was defined. The study was to analyze and make recommendations on the following BLM organization and management components:

(1) District organization, staffing, and functions.

(2) State Office staffing and functions.

(3) Relationships between the State Office and District Offices.

(4) Resource Area boundary, District boundary, and field office locations.

(5) Workload estimates, and manpower and skill needs.

The scope of the study is broad, which reflects the State Director's charter to the Study Team to review the entire organization. There were no fixed limitations other than those imposed by law, regulation, Bureau policy, budgetary constraints, and the following guidance or constraints.

### 1.1.1 Study Objectives

(1) To insure that BLM's organization, manpower, and location of offices in Montana, North Dakota, and South Dakota, promote the most efficient resource management, while meeting national and departmental goals.

(2) To develop an organization with the capability and flexibility of adequately responding to national policies, regional and local public needs, and rapidly changing resource concerns.

(3) To recommend changes which consider:

(a) Effective and efficient organization.

(b) Effects on local communities and user interests.

(c) Employee personal situations.

### 1.1.2 Basic Study Constraints

(1) New BLM offices may be added; or functions, jurisdictions, locations, and staffing may be changed in present BLM offices in Montana, North Dakota, and South Dakota. The present BLM Montana State Office organizational structure (Division and Staff levels) will be maintained; however, positions, functions, responsibilities, operating procedures, and subordinate organizational structures are subject to change.

(2) Change in the total BLM State organization will be limited by present position and fund allocations, or known increases.

(3) The report is to be submitted to the Montana State Director no later than July 1, 1975.

(4) In the event of any organizational changes, first priority will be given to placing all present personnel in a comparable job in Montana, North Dakota, or South Dakota. Where changes result in personnel transfers, thorough consideration will be given to personal preferences and family situations.

(5) All positions involving Civil Service Commission grade increases as a result of any organizational change, will be filled competitively through the Bureau's Promotion and Internal Placement Plan.

### 1.1.3 Management Criteria or Guidelines

The criteria or guidelines developed by the Study Team, along with the problem-solving approach, offers a common measure for evaluating organizational models and boundary and office locations. The criteria established by the Study Team is as follows:

(1) Improve BLM's service to the public.

(2) Provide the most efficient and effective grouping of specialized technical, administrative, and support skills for on-the-ground management.

(3) Provide as much flexibility as possible to accommodate increased workload demands and changing mission emphasis.

(4) Promote cooperative federal, state, and local coordination for multi-county planning, data collection, and program development.

(5) Assure a proper distribution of manpower by developing a full complement of skills within each District, which can provide an interdisciplinary approach to meet all resource management needs.

(6) Recommend changes which can be implemented without severe alteration of existing Bureau standards, procedures, and personnel management programs.

(7) Improve the State Office staff's ability to provide management leadership and program coordination.

(8) Obtain a reasonable balance in jurisdictional workloads in terms of office locations, and District and Resource Area boundaries.

(9) Reduce role overlaps and duplication of work in supervisory and subordinate levels, by clarifying functions, responsibilities, and management direction.

(10) Enhance program continuity and career opportunities within the developed organizational structure.

(11) Locate field offices by carefully considering such factors as impacts to program, access to other governmental units and activities, convenience to the public, and availability of community services for employees.

(12) Utilize established BLM or other agency facilities wherever consistent with objectives.

## 1.2 STUDY APPROACH

### 1.2.1 Study Team Composition

In order to assure broad input to the study, a group of mid-level program and staff leaders with a mixture of talent and experience was appointed.

Team members, roles, and background are summarized below:

| Member | Assignment | Background-BLM Experience |
|---|---|---|
| James Binando<br>Regional Planner | Team Leader | Regional Planner-Montana; MA Program in Regional Planning, University of Wisconsin; Realty, Recreation, and Forestry Specialist-various Wyoming Districts. |
| David Darby<br>Environmental Coordinator | Organization and Position Management Analysis | Environmental Coordinator-Montana; Regional Planner-Colorado; Management Analyst-Washington, D.C. and Denver Service Center. |
| Alan Evans<br>Program Analyst | Management and Program Analysis | Program Analyst-Montana; Chief Division of Resource Management-Lander, Wyoming; Chief, State Appraiser-Wyoming; Area Manager-Malta, Montana; Realty Specialist-Duluth, Minnesota; and Redding, California. |
| Lyle Rolston<br>Watershed Specialist | Data Input and Analysis from Division of Resources Viewpoint | Watershed Specialist-Montana SO Area Manager, Chief, Division of Resource Management-Lander, Wyoming; Range Conservationist-Wyoming Districts. |
| Otto Kruger<br>Civil Engineer | Data Input and Analysis from Division of Technical Services Viewpoint | Civil Engineer-Montana SO; District Engineer-Idaho Districts and Folsom, California; Cadastral Surveyor-Boise, Idaho. |
| James (Smokey) O'Connor<br>Chief, Division of Resource Management | Western District Representation; Overall Data Input and Management Analysis | Chief, Division of Resource Management & Operations-Dillon, Montana; Chief, Division of Resource Management-Baker, Oregon; Chief, Division of Operations-Montrose, Colorado; Range Conservationist-various Wyoming Districts. |
| Charles (Dick) Knight<br>Assistant District Manager | Eastern District Representation; Overall Data Input and Management Analysis | Assistant District Manager-Miles City, Montana; various positions in Resources, Operations and Program Coordination Staffs-Washington, D.C.; Timber Sales Specialist-Oregon SO; Timber Manager-Coos Bay, Oregon. |
| Makoto Hideshima<br>Management Analyst | General Mangement Analysis | Management Analyst-Denver Service Center; (also 14+ years management analysis experience with Department of Defense). |

| Member | Assignment | Background-BLM Experience |
|---|---|---|
| Gilbert Lucero Management Analyst | Management Analysis in areas of Personnel Management | Management Analyst-Denver Service Center; (also budget analyst experience with Natl. Oceanographic and Atmospheric Administration) |
| Cy Jamison Public Information Specialist | While not a full Team Member, coordinated I&E function associated with study | Public Information Specialist-Montana |

Also, a Steering Committee was appointed to provide support. Steering Committee members were:

Harold Lynd-Associate State Director, Montana
Rex Cleary-District Manager, Billings, Montana
Michael Grattan-Chief, Division of Management Services, Montana
Eugene Newell-Chief, Division of Technical Services, Montana
Bill Noble-Chief, Division of Resource Management, Montana
Ernest Kemmis-Chief, Planning Coordination Staff, Montana

### 1.2.2 Overall Approach

The Study Team determined that three general categories of information were needed. These were: (1) comprehensive information on natural resources and present programs, (2) projections of future resource management emphasis, and (3) a good understanding of how the present organization works.

Basic data on resources and programs was available in a variety of sources. This included financial and program management reports, personnel reports, annual work plans, long-range program submissions, special studies, and other background materials. The District Offices were asked to add to or validate this information in a special submission.

Top managers in the Montana BLM organization developed a long-range program outlook guide (See Appendix D) which identified future administrative or specialty issues. This helped estimate future workload and skill needs.

Over 60 percent of the employees in the Montana BLM organization, and local, state, and other federal agency officials were interviewed to assess present operations and organization. Major issues were documented and summarized.

The Study Team then analyzed all information according to study objectives and guidelines, management principles, and team member experience. Tentative recommendations were examined for their soundness, and changes were made prior to the draft report. (Appendix E is a flow chart of how the study was conducted.)

1.2.3 Statewide Interview Process

Interviews with field personnel were considered essential to assess organizational and managerial aspects of present State and District Office operation. This also provided an opportunity for all employees to be heard. These interviews were conducted for all offices in the three states. This effort entailed four continuous weeks of interview involving all team members.

BLM employee participation in the interviews was as follows:

| Office | Employees Participating |
|---|---|
| Malta District | 60% |
| Miles City District | 79% |
| Billings District | 87% |
| Dillon District | 85% |
| Lewistown District | 100% |
| Missoula District | 74% |
| Montana State Office | 40% |

Additionally, local media announcements and direct contact urged the public and other interested agencies, groups, etc., to participate. Public and agency response was good.

As a result of these efforts, major elements for consideration were developed.

### 1.2.4 Workload Analysis

A detailed workload analysis, which employed a number of processes, is shown in Appendix A. The analysis process combined present workloads, anticipated resource demands, and program outlooks, into measurable quantities which establish staffing needs and workload balances. The information was compiled from field resource data summaries for each Resource Area. Historical data was also compiled from program management reports, end-of-year analyses, management evaluations, and various other documents.

Manpower needs were assigned to all present field units on a proportional share basis in order to measure workloads for a variety of different structural and geographic organizational arrangements.

### 1.2.4 Skills Analysis

Skill need calculations were linked directly with the workload analysis process, and typical skill needs or skill mixes were defined and compared to workload.

### 1.2.6 Organization and Management Issue Analysis

Interviews, workload analyses, skills analyses, and the program outlooks identified apparent problems with the present organization. The major issues are analyzed in Chapter 4.

The Study Team dealt with each of these issues using an approach similar to Kepner-Tregoe Problem Analysis.[1/] Considerable time was spent in separating symptoms from causes.

The issues were divided into organizational and managerial groups based on the nature of the causes as they appeared to the Study Team.

---

[1/] Kepner, B. and Tregoe, C. 1965. THE RATIONAL MANAGER. New York. McGraw-Hill.

### 1.2.7 Issue Resolution and Recommendations

The final step in the analysis was to merge the numerous issue solutions into consolidated recommendations for administrative boundaries, organization, staffing, policies, and procedures.

In preparation for this final stage, responsibility charts were prepared for State Office and District Office functions. Tables of organization were developed from workload/skill-need analyses. Adjustments assured balance of skills with known program emphasis.

# Recommendations Summary

## 2. RECOMMENDATIONS SUMMARY

### 2.1 OFFICE LOCATIONS AND BOUNDARY ADJUSTMENTS

It is recommended that the field organization in Montana and the Dakotas be restructured into three Districts, one Wildlife Range, and a North Dakota Project, as indicated below:

### 2.1.1 A Western District Titled the Helena District

The District Office and one Resource Area headquarters would be located in Helena, Montana. Two detached Resource Area headquarters are proposed. One would be located in Dillon, and the other in Missoula, Montana.

### 2.1.2 A Northern and North Central District Titled the Malta District

The District Office and two attached Resource Area headquarters would be located in Malta, Montana. Two detached Resource Area headquarters are proposed. One would be located in Havre, and the other in Lewistown, Montana.

### 2.1.3 An Eastern and South-Central Montana and South Dakota District Titled the Miles City District

The District Office and two attached Resource Area headquarters would be located in Miles City, Montana. Two detached Resource Area headquarters are proposed. One would be located in Belle Fourche, South Dakota, and the other in Billings, Montana.

### 2.1.4 The Charles M. Russell National Wildlife Range

The headquarters office would be located in Lewistown, Montana. Detached field stations would be situated at Slippery Ann, Fort Peck, and Jordan, Montana.

### 2.1.5 The North Dakota Project

The headquarters would be located in Bismarck, North Dakota and would have no detached offices.

## 2.2 ORGANIZATION AND STAFFING

### 2.2.1 Proposed Staffing

The proposed staffing changes reflect a broad range of skills, based on future trends outlined in Bureau program and planning documents, and interviews with governmental officials, BLM managers, employees, and other interested parties. It may be subject to modification as program and workload requirements change, but it is designed to meet currently foreseeable long-range BLM management needs in Montana and the Dakotas.

### 2.2.2 Field Office Organization

(1) There would be fewer and larger Districts. The six current Districts would be consolidated into three Districts and one independent North Dakota Project Office reporting directly to the State Director instead of the Miles City District.

(2) There would be fewer and larger Resource Areas within each District. However, the number of office locations have been increased by two to facilitate improved on-the-ground management and service to the public.

(3) The Charles M. Russell National Wildlife Range would be a separate entity reporting directly to the State Director, rather than as an organizational unit cooperatively managed by three separate BLM Districts as was the case in the past.

(4) Assistant District Manager positions would be established to provide increased management control, coordination, and continuity at the District level.

(5) Larger Resource Area staffs would be established to provide the best full complement of skills at this organizational level to facilitate on-the-ground management and supervision. The average number of proposed Resource Area personnel would be increased from less than five to nine employees.

(6) The ratio of technicians to professionals would be slightly increased, based on the workload analysis and other relevant data.

(7) The new or increased specialty skills added to the District organization would include:

   - -Information Specialist (one in each District)
   - -Planning/Environmental Coordinator (one in each District)
   - -Archeologist (one in each District)
   - -Environmental Protection Specialist (from five to six)
   - -Soils Scientist/Watershed Specialist (from three to four)
   - -Administrative Assistant (from one to three)

(8) Liaison functions with state government would be enhanced by the proposed opening of offices in Helena, Montana, and Bismarck, North Dakota.

### 2.2.3 State Office Organization

A detailed linear responsibility chart was developed to clarify functions, roles, and coordination points between major Divisions and Staffs (Division of Resources, Division of Management Services, Division of Technical Services, Public Affairs Staff, and Planning Coordination Staff). As stated in the study constraints, State Office organizational structure was not to be altered; however, some branching and staffing adjustments were recommended and are noted below:

(1) A Personnel Management Specialist would be added to the Division of Management Services to provide technical expertise in preclassification, counseling, training, employee development, and personnel and position management.

(2) Four positions would be added to the Branch of Environmental Assessment to better enable this organization to provide environmental assessment guidance and input to the field offices, and to be able to develop and prepare environmental impact statements (EIS) as needed within the three-state area. These positions would come from the previously approved field EIS groups.

(3) An Environmental Education Specialist would be placed in the Public Affairs Staff to provide guidance and direction to this important program.

(4) The present Surface Protection Specialist position in the Division of Technical Services should be redesigned as an Environmental Protection Specialist position, due to its compliance role which spans all functions and resources. The program area of Surface Protection now existing in the Division of Resources, should be performed on an interdisciplinary basis by all staff specialists in Resources, and not by a specific position. This placement of major responsibility in the Division of Technical Services would also conform to the new District organization where Environmental Protection Specialists would be located in the Division of Operations.

(5) One currently vacant Geologist position in the Division of Technical Services is recommended for placement in the field.

(6) One of the two Regional Planner positions in the Planning Coordination Staff would be redesignated as a Planning System Coordinator position.

(7) Two non-adjudicative realty (lands) and minerals functions in the Division of Technical Services would be placed in the Division of Resources. This would place all program guidance and District assistance expertise in one Division.

(8) The organizational structure in the Division of Resources would be aligned from its present two Branches to three Branches. The three Branches would be known as: (1) Branch of Renewable Resources, (2) Branch of Human and Cultural Resources, and (3) Branch of Non-Renewable Resources. This arrangement would create a more logical grouping of programs and functions, and enable a more desirable span of control than is present in the current organization.

(9) The Safety Officer position in the Division of Management Services would be moved to the Division of Technical Services. The placement of responsibility in the Division of Technical Services would conform to the new District organization where the safety program has been assigned to the Division of Operations.

# Situation

# 3. PRESENT ORGANIZATION AND RESPONSIBILITIES

## 3.1 OFFICE LOCATIONS AND JURISDICTIONS

The Bureau's work in Montana, North Dakota, and South Dakota is administered from a State Office headquarters located in Billings, Montana. Within these three states, the 8.4 million surface acres and 28 million subsurface acres of National Resource Lands are further divided administratively into six Districts with District Offices located at Billings, Lewistown, Malta, Miles City, Dillon, and Missoula, Montana. Each District is divided into Resource Areas to facilitate day-to-day administration and long-term management on a multiple-use basis. Effective July 1, 1975, the Montana BLM organization was also assigned the sole responsibility of managing the Charles M. Russell National Wildlife Range. Prior to this, the million-acre range located in north-central Montana was managed under the joint administration of the U.S. Fish and Wildlife Service headquartered in Lewistown, Montana, and the BLM Lewistown, Malta, and Miles City District Offices.

The Wildlife Range represents a considerable resource management addition to BLM and will require adjustments in the Bureau's current organization and structure.

The surface and subsurface acreages currently administered by the six BLM Districts and the Charles M. Russell National Wildlife Range are noted in the table below. District, Resource Area, and other administrative boundaries, as well as office locations are depicted on the maps which follow the table.

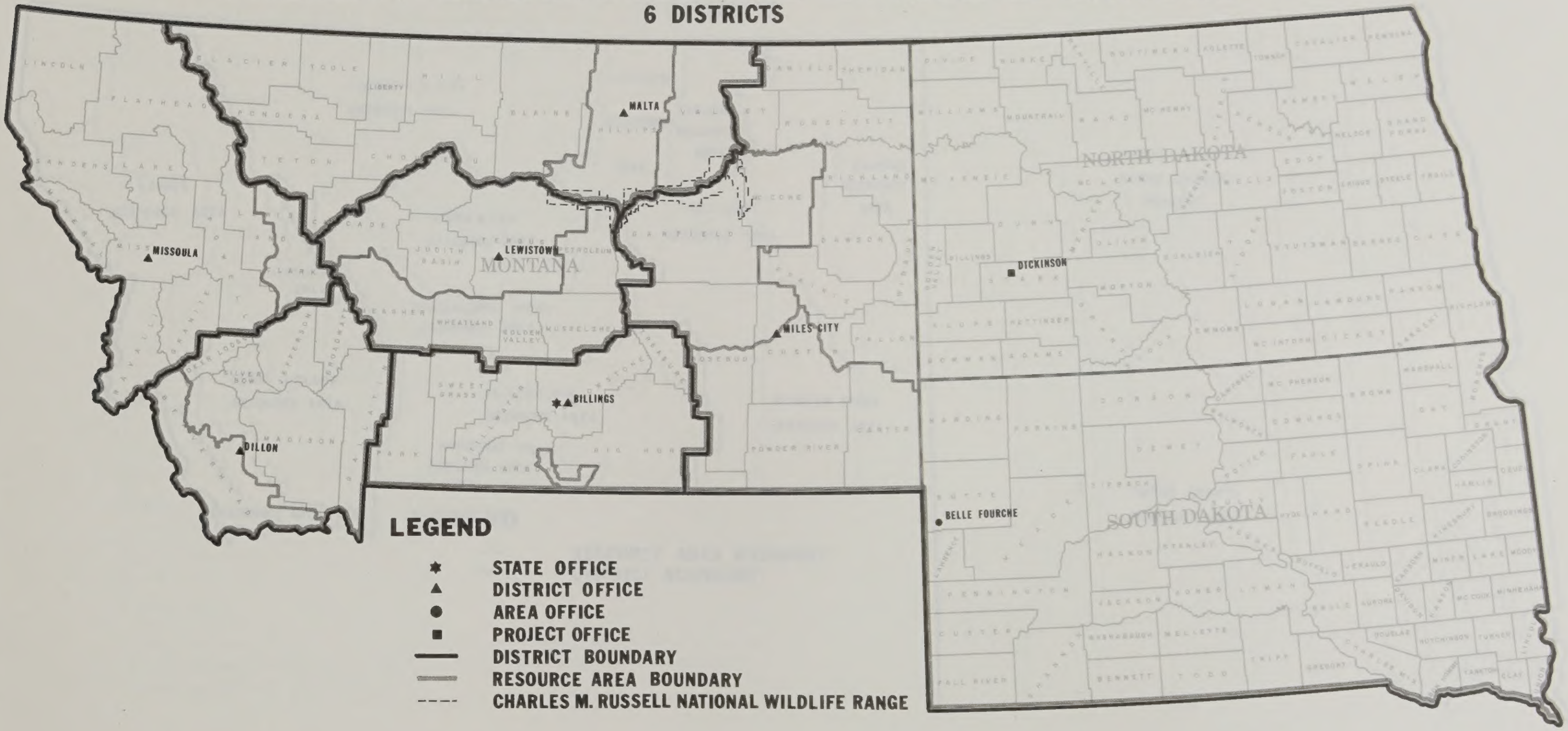
ACREAGE STATISTICS
PRESENT MONTANA BLM ORGANIZATION

| DISTRICT | SURFACE OWNERSHIP | | SUBSURFACE OWNERSHIP | | TOTAL ALL OWNERSHIPS |
|---|---|---|---|---|---|
| | BLM | OTHER | BLM | OTHER | |
| Malta | 2,711,000 | 17,518,120 | 5,407,271 | 14,821,849 | 20,229,120 |
| Miles City | | | | | |
| MT | 2,753,000 | 20,722,200 | 12,036,000 | 11,439,200 | 23,475,200 |
| ND | 68,000 | 44,266,720 | 4,968,000 | 39,366,720 | 44,334,720 |
| SD | 276,000 | 48,335,200 | 800,000 | 47,811,200 | 48,611,200 |
| Billings | 359,000 | 10,505,640 | 697,350 | 10,167,290 | 10,864,640 |
| Dillon | 1,061,000 | 9,112,440 | 1,532,000 | 8,641,440 | 10,173,440 |
| Lewistown | 916,000 | 10,140,000 | 1,366,080 | 9,689,920 | 11,056,000 |
| Missoula | 210,000 | 16,995,760 | 335,485 | 16,870,275 | 17,205,760 |
| CMR[1/] | 923,733 | 84,023 | 923,733* | 84,023* | 1,007,756 |

[1/] Charles M. Russell National Wildlife Range
*Estimate

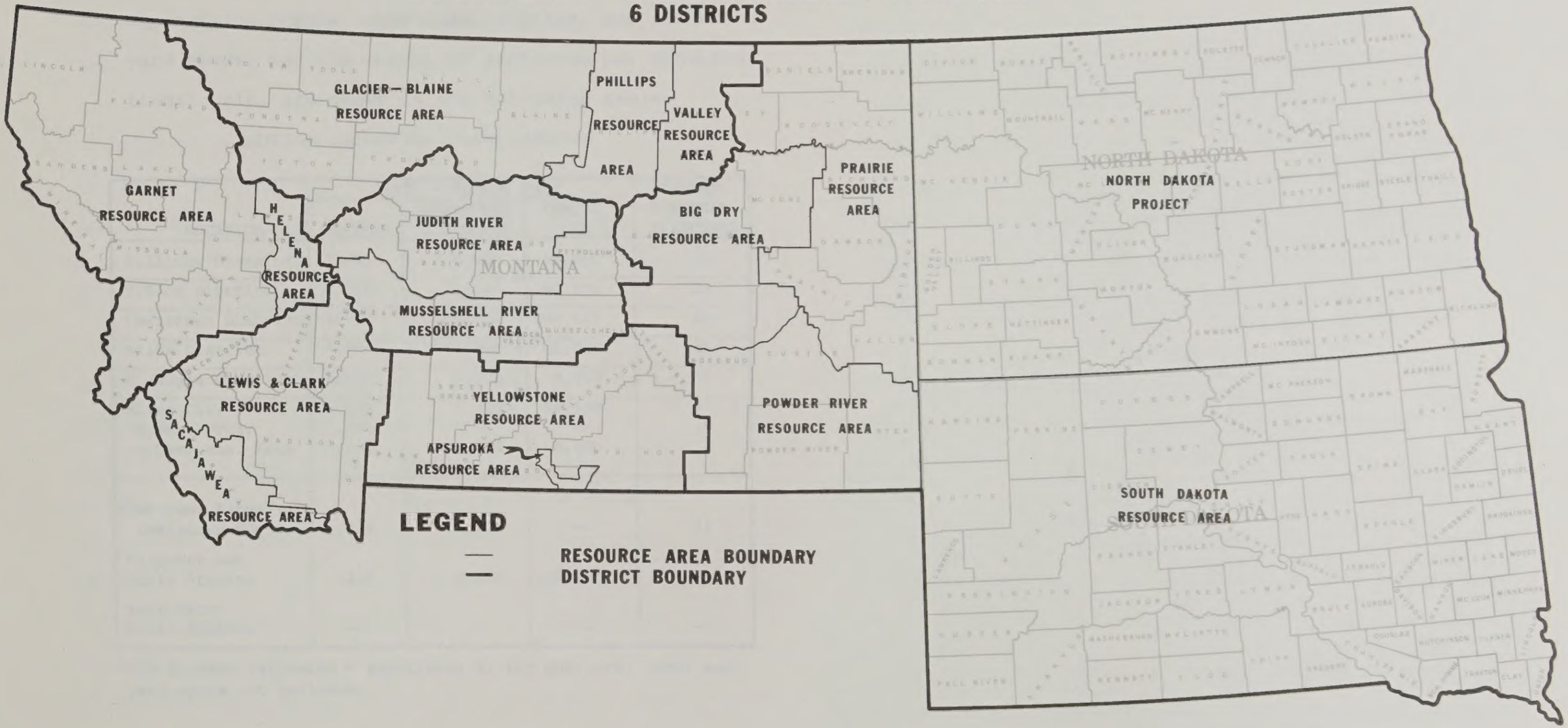
# PRESENT BOUNDARIES AND OFFICE LOCATIONS

## 6 DISTRICTS


MALTA
LEWISTOWN
MONTANA
MISSOULA
BILLINGS
DILLON
MILES CITY
DICKINSON
NORTH DAKOTA
BELLE FOURCHE
SOUTH DAKOTA
LEGEND
✱ STATE OFFICE
▲ DISTRICT OFFICE
● AREA OFFICE
■ PROJECT OFFICE
— DISTRICT BOUNDARY
— RESOURCE AREA BOUNDARY
- - - CHARLES M. RUSSELL NATIONAL WILDLIFE RANGE

# PRESENT RESOURCE AREAS

## 6 DISTRICTS


GLACIER— BLAINE RESOURCE AREA
PHILLIPS RESOURCE AREA
VALLEY RESOURCE AREA
PRAIRIE RESOURCE AREA
NORTH DAKOTA
NORTH DAKOTA PROJECT
GARNET RESOURCE AREA
HELENA RESOURCE AREA
JUDITH RIVER RESOURCE AREA
MONTANA
BIG DRY RESOURCE AREA
MUSSELSHELL RIVER RESOURCE AREA
LEWIS & CLARK RESOURCE AREA
YELLOWSTONE RESOURCE AREA
POWDER RIVER RESOURCE AREA
SACAJAWEA RESOURCE AREA
APSUROKA RESOURCE AREA
SOUTH DAKOTA RESOURCE AREA
SOUTH DAKOTA
LEGEND
RESOURCE AREA BOUNDARY
DISTRICT BOUNDARY

### 3.1.1 Existing Facilities

Existing District and Wildlife Range facilities, emphasizing office, warehouse, storage, and fenced yard space, and the number of employees per organizational unit, are shown in the following table.

EXISTING FACILITIES (Field Offices)

| | SPACE - SQUARE FEET | | | CURRENT DISTRICT PERSONNEL |
|---|---|---|---|---|
| LOCATION | OFFICE | WAREHOUSE & STORAGE | FENCED YARD | |
| Billings District | 3,950 | 5,400 | 65,000 | 24 |
| Dillon District | 3,370 | 3,265 | 40,176 | 24 |
| Lewistown District | 2,907 | 6,000 | 146,628 | 21 |
| Malta District | 4,752 | 6,000 | 45,000 | 36 |
| Missoula District | 3,835 | 4,600 | 8,000 | 30 |
| Miles City | 5,556 | 5,750 | 94,539 | 47 |
| N.Dak. Proj. | 1,380 | -- | -- | 9 |
| S.Dak. Res. Area | 1,223 | 1,074 | 8,000 | 7 |
| *CMR Game Range Lewistown Hdqtrs. | 2,128 | 6,060 | -- | 11 |
| Slippery Ann Field Station | 240 | 5,274 | ±85,120 | -- |
| Fort Peck Field Station | -- | -- | -- | -- |

*CMR figures estimated - additional living quarters, shop, and yard space not included.

## 3.2 MAJOR RESOURCES AND PROGRAMS

The following summary shows BLM's more significant resource management programs in Montana and the Dakotas.

### 3.2.1 Malta District

The Malta District is primarily a region of rolling rangelands and river breaks across north-central Montana, between the Canadian border and the Missouri River. Notable topographic landmarks such as the Little Rocky and Bearpaw Mountains, and the Sweet Grass Hills are interspersed. The District manages approximately 2.7 million surface acres and 5.4 million subsurface acres. Range and watershed management, wildlife habitat improvement, and mineral management are among the more significant District programs. The range program provides approximately 525,000 animal unit months (AUM's) of grazing for over 800 individual ranchers. The National Resource Lands provide excellent big game, upland bird, and waterfowl hunting. The minerals program centers around large bentonite deposits located in Phillips, Valley, and Blaine Counties; substantial coal deposits in the central and western portion of the District; and widespread and intensive oil and gas activities. Oil and gas activities are especially evident in the Tiger Ridge Field in Blaine and Chouteau Counties; Kevin-Sunburst and Cutbank Fields in Toole County; and the Bowdoin Field in Phillips and Valley Counties.

### 3.2.2 Miles City District

The Miles City District in eastern Montana also includes all National Resource Lands in North Dakota and South Dakota. The region varies from the pine-covered "exemption area"* in the northern Black Hills, to the stark badlands along the lower Yellowstone River; and from the mineral-rich region of southeastern Montana, to the lignite deposits and grassy plains of western North Dakota. The District administers approximately 2.7 million surface acres and 12 million subsurface acres in Montana; 68,000 surface acres and 5 million subsurface acres in North Dakota; and 276,000 surface acres and 800,000 subsurface acres in South Dakota. The mineral estate is of regional and national significance. BLM administers nearly 50 percent of Montana's and North Dakota's 59 billion tons of strippable coal. The Miles City District administers most of this portion. Other mineral resources include large deposits of bentonite; and oil and gas production activities which are especially prevalent in the Williston Basin, the Cedar Creek Anticline, and the Bell Creek Field. The range program provides about 603,000 AUM's of grazing for 1,524 livestock operators. Although predominantly ranching country, the District has some of the finest big game and upland game hunting in Montana. The "exemption area" in the Black Hills of South Dakota is important for timber and recreation programs.

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*Exemption Area - Due to intensive mining activity in the early settlement of the West, public lands around Lead and Deadwood, South Dakota were not included (were "exempted") in the original Black Hills National Forest Withdrawal. The management of the area remained with the Department of the Interior (BLM).

### 3.2.3 Billings District

The Billings District covers a major portion of south-central Montana, including most of the Upper Yellowstone River Drainage. The District manages approximately 359,000 surface acres and 697,000 subsurface acres. The Pryor Mountains, approximately 50 miles south of Billings, are a historical landmark and an equally important BLM management area. The Pryor Mountain Wild Horse Range, established in 1968, is the home for approximately 140 wild horses. Important archeological values are found in these mountains and other surrounding areas. The minerals program centers primarily around significant quantities of coal deposits in Carbon and Treasure Counties, and in the Bull Mountains in northern Yellowstone County. Geothermal steam potential is evident in Park County, between Livingston and Gardiner, Montana. Due to population concentrations within the District boundaries, and due to prior management direction, recreation and environmental education programs have increased, and are an important part of the program.

### 3.2.4 Lewistown District

The Lewistown District occupies Montana's heartlands. The region consists primarily of rolling rangeland, punctuated by small yet dramatic mountain ranges, such as the Judith, Snowy, and Big Snowy Mountains. The District administers approximately 916,000 surface acres and 1.4 million subsurface acres, which includes some of Montana's finest grazing lands. Over 182,000 AUM's of forage are provided for the local livestock industry. Excellent hunting and fishing, and outstanding scenic and recreational opportunities, especially along the Missouri River Breaks country, are within the District. The rugged, timbered Breaks are in a lightning-belt which makes the Lewistown District a critical fire area. Aerial observers operating out of Lewistown provide fire detection service for major portions of surrounding BLM Districts. Strippable coal deposits are found in the Bull Mountains, in the southern half of Musselshell County; and intensive oil and gas production is centered in Petroleum and Musselshell Counties. Historic hardrock mining activities and development are especially evident in the Judith and Moccasin Mountains.

### 3.2.5 Missoula District

The Missoula District in northwestern Montana is characterized by the north-south Rocky Mountains. The District manages approximately 210,000 surface acres and 335,000 subsurface acres. National Resource Lands in this District produce valuable commercial timber, and constitute the largest BLM timber program in the three-state area. Livestock forage, and habitat for deer, elk, and other wildlife are other important resources. Outstanding trout streams, such as nationally famous Rock Creek; snowmobile trails; the historic ghost town of Garnet (being preserved through BLM efforts); and many other recreational opportunities are available on these lands. The Helena Fire Center is established each summer to provide quick response to wildfires starting on National Resource Lands in the Helena area. The District's mineral program has historically been centered around the region's traditional hardrock mining industry, which, for the most part, was centered in Garnet, Marysville, and Helena areas. Recently, however, management has been expanded to include the geothermal resource potential of the region. Several important sites capable of geothermal development are located in the District, with the most noteworthy being in the Marysville and Spokane Hills area.

### 3.2.6 Dillon District

The Dillon District consists of seven counties in southwestern Montana, in the Upper Missouri River headwaters. This is a region of broad valleys and streams within the rugged Rocky Mountains. The District administers approximately 1.1 million surface acres and 1.5 million subsurface acres. The District is an important livestock, lumbering, mining, and outdoor recreation region, and contains important habitat for elk, deer, moose, antelope, and other wildlife.

The range program provides over 171,000 AUM's of livestock forage to the local ranching economy, and administers significant tracts of timber. Important recreational and scenic resources, such as the Beartrap Canyon Primitive Area along the Madison River; the Humbug Spires Primitive Area located south of Butte; and the proposed Centennial Mountains Primitive Area on the Continental Divide between Montana and Idaho are also managed. The District has historically been the center for gold mining activities in the Virginia City, Bannack, and Helena-Boulder areas; and for copper in the vicinity of Butte. Significant deposits of phosphate and talc are also found. Significant geothermal fields have potential for development at several sites; especially in the Biltmore-Barkells area; the Spokane Hills; the Pipestone area west of Whitehall; Boulder; and Norris.

### 3.2.7 Charles M. Russell National Wildlife Range

The Charles M. Russell National Wildlife Range was created to conserve and develop wildlife resources, and to protect and improve public grazing lands and natural forage. More than 40 species of mammals, 200 species of birds, 16 species of amphibians and reptiles, and 17 species of fish occur on the Wildlife Range. Included in the large variety of wildlife are 10 rare and endangered species.

Executive Order 7509 established the Fort Peck Game Range in 1936 from lands withdrawn for Fort Peck Reservoir. Since that time, several executive orders have enlarged the boundaries. In 1963, the area was renamed the Charles M. Russell National Wildlife Range in honor of Montana's well-known cowboy artist. The Wildlife Range encompasses 923,733 acres of public land and water in Valley, Phillips, Fergus, Petroleum, Garfield, and McCone Counties.

President Roosevelt gave two federal agencies joint management responsibility for the Wildlife Range. The Bureau of Biological Survey, within the Department of Agriculture, was charged with managing the wildlife resources; and the Grazing Service, within the Department of the Interior was responsible for management of livestock grazing. The Bureau of Biological Survey and the Bureau of Fisheries in the Department of Commerce were transferred to the Department of the Interior, as the Fish and Wildlife Service in 1939. The Grazing Service and General Land Office were consolidated into the Bureau of Land Management in 1946. The Fish and Wildlife Service was headquartered in Lewistown, with two field stations at Slippery Ann and Fort Peck. BLM administration was divided between Malta, Lewistown, and Miles City Districts.

On February 5, 1975, Rogers C.B. Morton, Secretary of the Interior, ended more than 38 years of dual administration of the Charles M. Russell National Wildlife

Range by assigning sole management responsibility to the Bureau of Land Management (effective July 1, 1975).

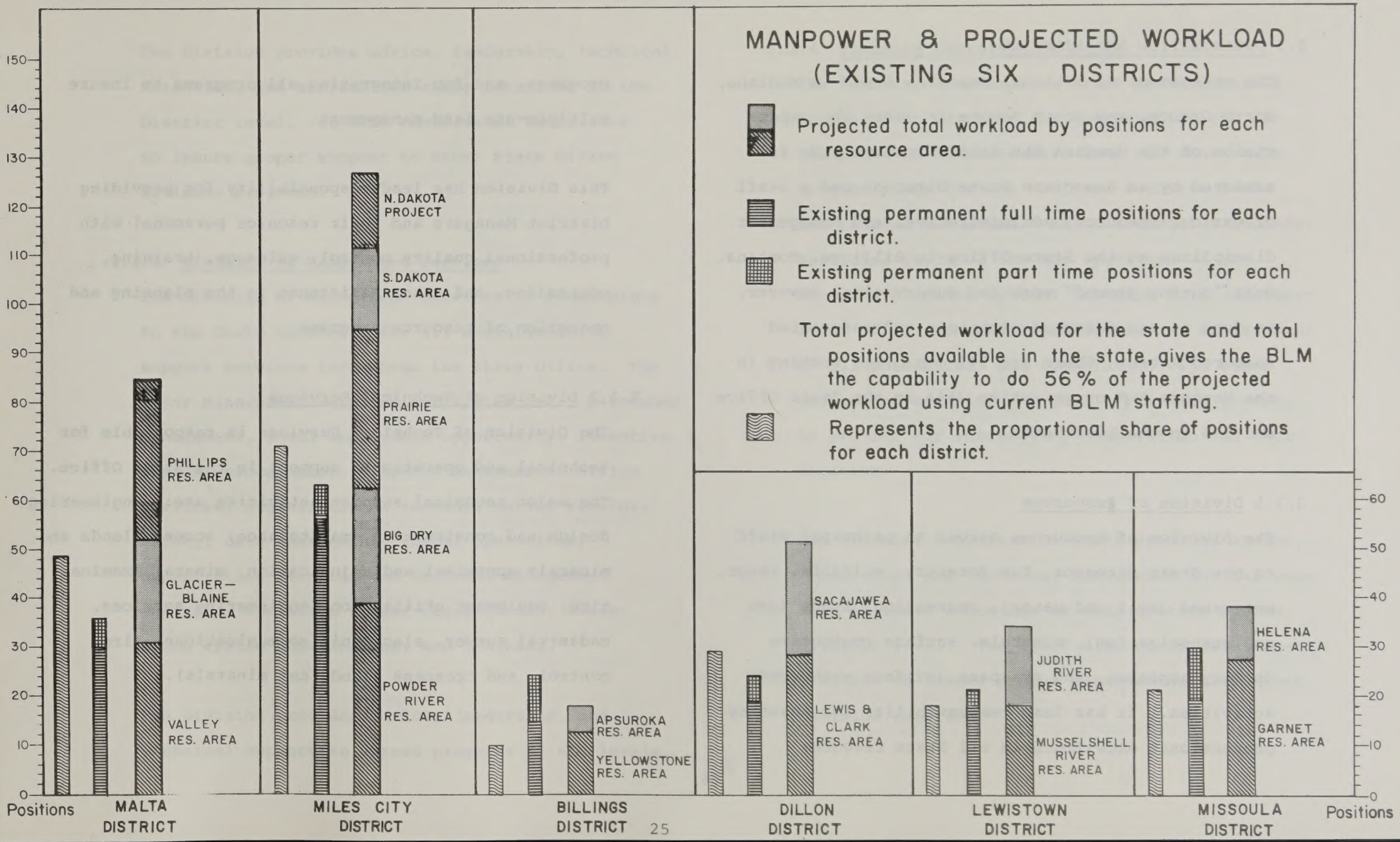
### 3.2.8 Workload Estimates

The preceding sections summarize the current major programs in each District. The following table and figure show projected workloads and manpower capability for the existing six districts.

PROJECTED WORKLOAD - EXISTING DISTRICTS

| PROGRAM OBJECTIVE CATEGORIES* | PROJECTED WORKLOAD IN MAN MONTHS EXISTING ORGANIZATION | | | | | |
|---|---|---|---|---|---|---|
| | MALTA | MILES CITY | BILLINGS | DILLON | LEWISTOWN | MISSOULA |
| Authorizations, Public Demand, Environmental Assessment | 52 | 86 | 14 | 53 | 26 | 76 |
| Compliance - laws, regulations, authorizations | 22 | 42 | 4 | 8 | 11 | 10 |
| Legal Requirements, Public Safety, Protection of capital investments | 222 | 303 | 55 | 104 | 75 | 75 |
| Inventory, Evaluation | 229 | 348 | 29 | 81 | 59 | 21 |
| Land Use Planning, Support Functions | 97 | 127 | 24 | 113 | 60 | 92 |
| Program Leadership, Admin. Services, Overhead Functions | 245 | 357 | 53 | 145 | 91 | 108 |
| TOTAL WORKLOAD | 867 | 1,263 | 178 | 503 | 321 | 382 |
| PRESENT ANNUAL WORK PLAN | 392 | 576 | 257 | 249 | 207 | 385 |

Note: Totals may not agree due to rounding.
*See Appendix A-3 for complete listing.



MANPOWER & PROJECTED WORKLOAD (EXISTING SIX DISTRICTS)

▨ Projected total workload by positions for each resource area.

▤ Existing permanent full time positions for each district.

▦ Existing permanent part time positions for each district.

Total projected workload for the state and total positions available in the state, gives the BLM the capability to do 56% of the projected workload using current BLM staffing.

≋ Represents the proportional share of positions for each district.

Positions
0
10
20
30
40
50
60
70
80
90
100
110
120
130
140
150
MALTA DISTRICT
VALLEY RES. AREA
GLACIER—BLAINE RES. AREA
PHILLIPS RES. AREA
MILES CITY DISTRICT
POWDER RIVER RES. AREA
BIG DRY RES. AREA
PRAIRIE RES. AREA
S. DAKOTA RES. AREA
N. DAKOTA PROJECT
BILLINGS DISTRICT
YELLOWSTONE RES. AREA
APSUROKA RES. AREA
DILLON DISTRICT
LEWIS & CLARK RES. AREA
SACAJAWEA RES. AREA
LEWISTOWN DISTRICT
MUSSELSHELL RIVER RES. AREA
JUDITH RIVER RES. AREA
MISSOULA DISTRICT
GARNET RES. AREA
HELENA RES. AREA
Positions
0
10
20
30
40
50
60

### 3.3 ORGANIZATION AND STAFFING

The management of National Resource Lands in Montana, North Dakota, and South Dakota is under the supervision of the Montana BLM State Director. He is assisted by an Associate State Director and a staff of various resource, administrative, and management disciplines at the State Office in Billings, Montana. Most "on-the-ground" work and supervision, however, is done in six detached Districts and associated Resource Areas. There are 341 employees working in the Montana BLM organization (143 in the State Office and 198 in the Districts).

#### 3.3.1 Division of Resources

The Division of Resources serves as principal staff to the State Director, for forestry, wildlife, range, watershed (soil and water), recreation, lands (use and authorization), minerals, surface protection (policy aspects), and trespass (surface resources) activities. It has lead responsibility for assuring professional excellence in all State resource programs, and for integrating all programs to insure multiple-use land management.

This Division has lead responsibility for providing District Managers and their resource personnel with professional quality control, guidance, training, counseling, and other assistance in the planning and operation of resource programs.

#### 3.3.2 Division of Technical Services

The Division of Technical Services is responsible for technical and operational support in the State Office. The major technical support activities are: engineering design and construction, maintenance, access, lands and minerals appraisal and adjudication, mineral examination, equipment utilization, engineering services, cadastral survey, electronic communications, fire control, and trespass (lands and minerals).

The Division provides advice, leadership, technical direction, and service for these functions at the District level. It also coordinates activities to insure proper support to other State Office division programs.

### 3.3.3 Division of Management Services

The Division of Management Services is responsible to the State Director, for all administrative support services throughout the State Office. The major Management Services activities are: personnel management, equal employment opportunity, incentive awards, procurement, property management, office services, organizational records, survey records, safety, data management, fiscal operations, organization planning and control, management analysis, operating budget coordination, evaluation system coordination, and training.

The Division provides advice, leadership, and technical support to Bureau programs at all levels.

### 3.3.4 Planning Coordination Staff

The Planning Coordination Staff is responsible to the State Director for coordinating the development of comprehensive long and short-term program plans for the National Resource Lands and related resources. Major activities include: providing guidance for the operation of the Bureau's planning system; insuring full consideration of environmental protection and enhancement by all activities; and cooperation with other government agencies and public planning groups, to provide for interagency cooperation and coordination.

The Planning Coordination Staff provides advice, leadership, and technical assistance for the conduct of these functions as they operate at the District level. The Staff also coordinates activities to insure proper interfacing with other Division programs.

### 3.3.5 Public Affairs Staff

The Public Affairs Staff is responsible to the State Director for public information and cooperative relations programs. Major activities include public information, education and contact, and cooperative relations. This includes congressional committees, advisory boards, educational institutions, associations and societies, and an internal Bureau "concern alert" system.

The staff provides advice, leadership, and technical assistance to the Districts. It also coordinates public information activities within other programs.

### 3.3.6 District

The Districts are the primary administrative subdivisions of the Montana BLM State Director's geographic area of responsibility. Districts are comprised of two or more Resource Areas under the jurisdiction of a District Manager. The basic resources managed by the Districts include forestry, wildlife habitat, range, watershed, recreation, lands, and minerals. To facilitate the management of the National Resource Lands, Districts have an on-the-ground organization very similar to the State Office structure.

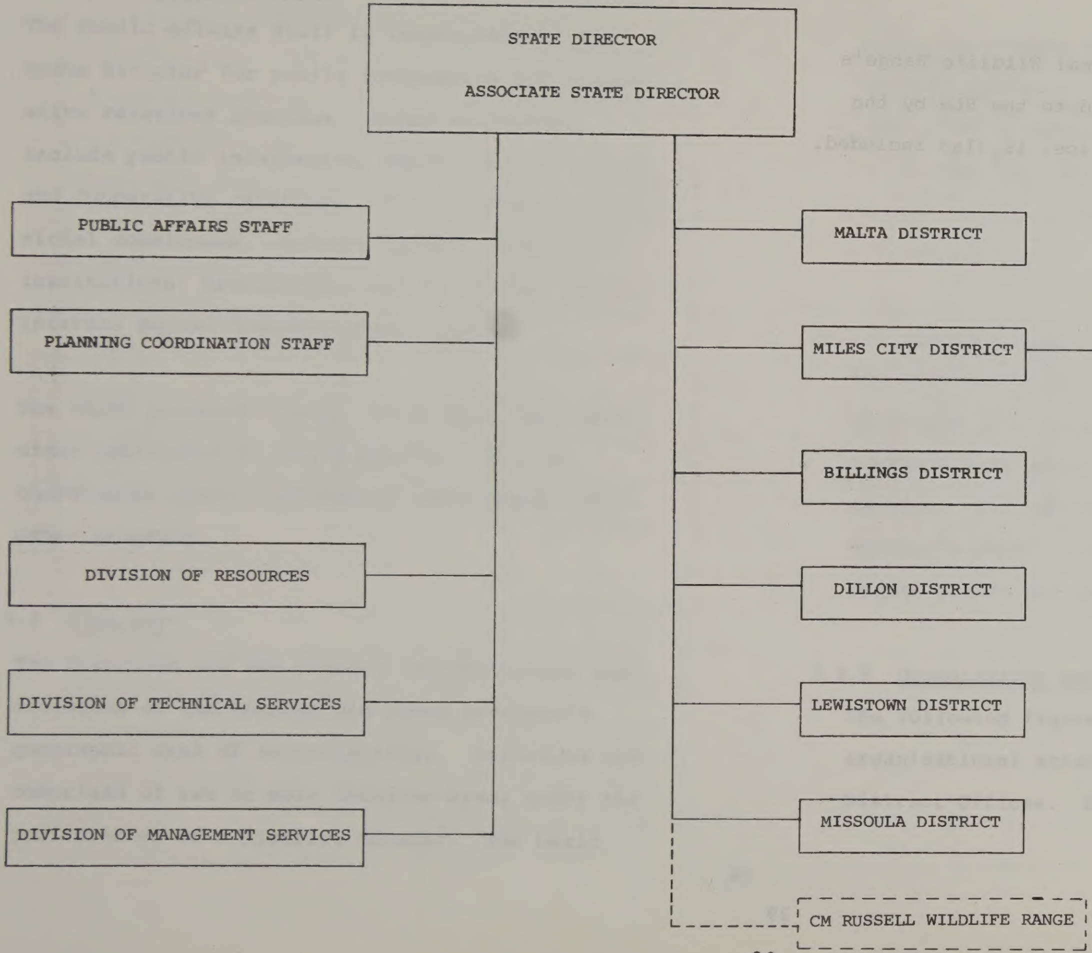
### 3.3.7 Resource Area

The Resource Areas are the administrative subdivisions of a District. The responsibility for Resource Area management is assigned to the Area Manager. For specialized skills not on the Area Manager's staff, a backup of District and State Office staffs are available.

### 3.3.8 Organization and Staffing Charts

The following figures and map depict the current organizational structure and staffing of State and District Offices. Organization and staffing of the Charles M. Russell National Wildlife Range's eleven positions, transferred to the BLM by the U. S. Fish and Wildlife Service, is also included.

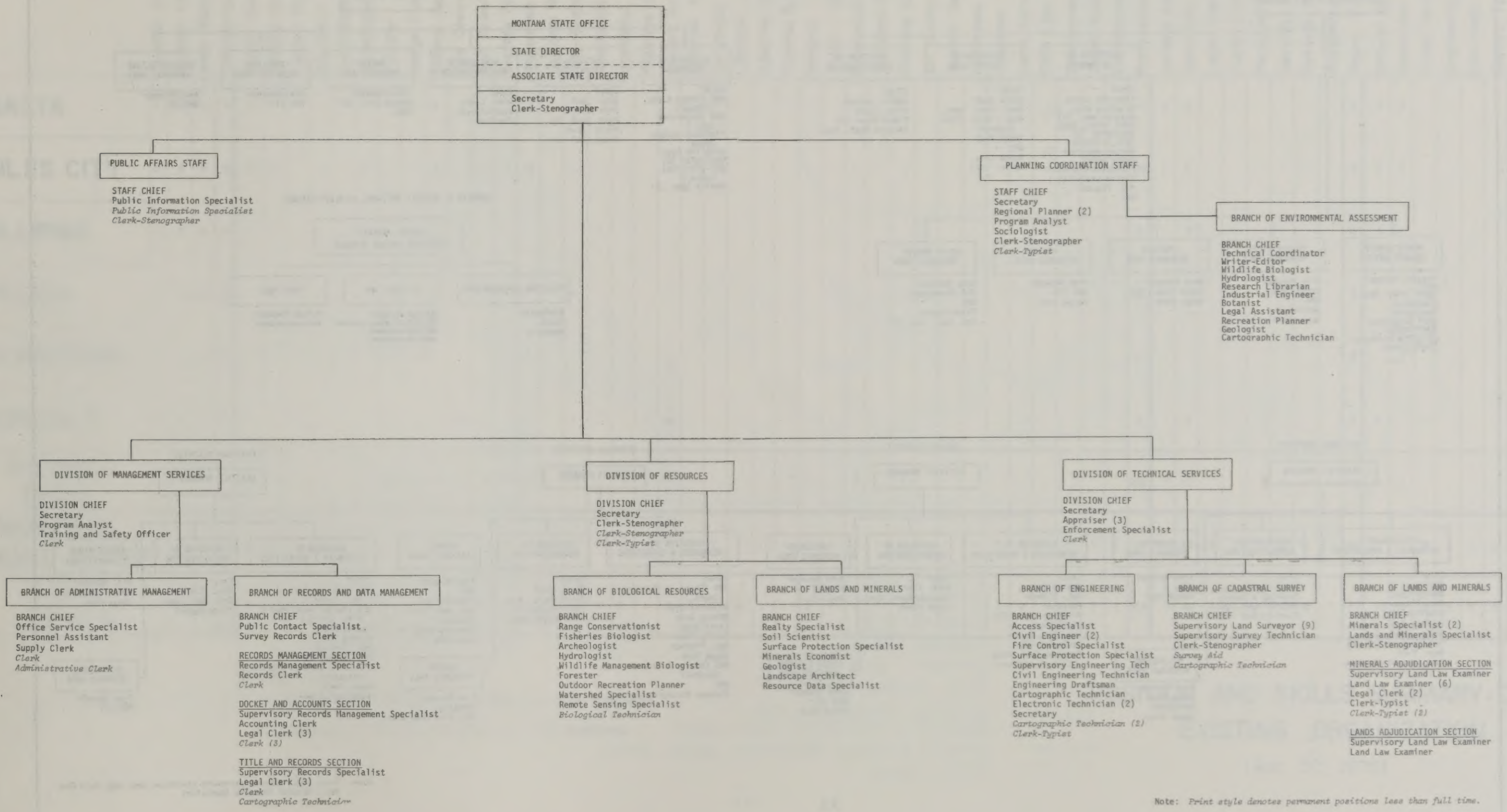
## ORGANIZATIONAL CHART
## BUREAU OF LAND MANAGEMENT
## MONTANA


STATE DIRECTOR
ASSOCIATE STATE DIRECTOR
PUBLIC AFFAIRS STAFF
PLANNING COORDINATION STAFF
DIVISION OF RESOURCES
DIVISION OF TECHNICAL SERVICES
DIVISION OF MANAGEMENT SERVICES
MALTA DISTRICT
MILES CITY DISTRICT
SOUTH DAKOTA RESOURCE AREA
NORTH DAKOTA PROJECT
BILLINGS DISTRICT
DILLON DISTRICT
LEWISTOWN DISTRICT
MISSOULA DISTRICT
CM RUSSELL WILDLIFE RANGE

# EXISTING MONTANA STATE OFFICE TABLE OF ORGANIZATION

APRIL 30, 1975

(Includes approved FY76 increase positions)



MONTANA STATE OFFICE

STATE DIRECTOR

ASSOCIATE STATE DIRECTOR

Secretary
Clerk-Stenographer

PUBLIC AFFAIRS STAFF

STAFF CHIEF
Public Information Specialist
*Public Information Specialist*
*Clerk-Stenographer*

PLANNING COORDINATION STAFF

STAFF CHIEF
Secretary
Regional Planner (2)
Program Analyst
Sociologist
Clerk-Stenographer
*Clerk-Typist*

BRANCH OF ENVIRONMENTAL ASSESSMENT

BRANCH CHIEF
Technical Coordinator
Writer-Editor
Wildlife Biologist
Hydrologist
Research Librarian
Industrial Engineer
Botanist
Legal Assistant
Recreation Planner
Geologist
Cartographic Technician

DIVISION OF MANAGEMENT SERVICES

DIVISION CHIEF
Secretary
Program Analyst
Training and Safety Officer
*Clerk*

BRANCH OF ADMINISTRATIVE MANAGEMENT

BRANCH CHIEF
Office Service Specialist
Personnel Assistant
Supply Clerk
*Clerk*
*Administrative Clerk*

BRANCH OF RECORDS AND DATA MANAGEMENT

BRANCH CHIEF
Public Contact Specialist
Survey Records Clerk

RECORDS MANAGEMENT SECTION
Records Management Specialist
Records Clerk
*Clerk*

DOCKET AND ACCOUNTS SECTION
Supervisory Records Management Specialist
Accounting Clerk
Legal Clerk (3)
*Clerk (3)*

TITLE AND RECORDS SECTION
Supervisory Records Specialist
Legal Clerk (3)
*Clerk*
*Cartographic Technician*

DIVISION OF RESOURCES

DIVISION CHIEF
Secretary
Clerk-Stenographer
*Clerk-Stenographer*
*Clerk-Typist*

BRANCH OF BIOLOGICAL RESOURCES

BRANCH CHIEF
Range Conservationist
Fisheries Biologist
Archeologist
Hydrologist
Wildlife Management Biologist
Forester
Outdoor Recreation Planner
Watershed Specialist
Remote Sensing Specialist
*Biological Technician*

BRANCH OF LANDS AND MINERALS

BRANCH CHIEF
Realty Specialist
Soil Scientist
Surface Protection Specialist
Minerals Economist
Geologist
Landscape Architect
Resource Data Specialist

DIVISION OF TECHNICAL SERVICES

DIVISION CHIEF
Secretary
Appraiser (3)
Enforcement Specialist
*Clerk*

BRANCH OF ENGINEERING

BRANCH CHIEF
Access Specialist
Civil Engineer (2)
Fire Control Specialist
Surface Protection Specialist
Supervisory Engineering Tech
Civil Engineering Technician
Engineering Draftsman
Cartographic Technician
Electronic Technician (2)
Secretary
*Cartographic Technician (2)*
*Clerk-Typist*

BRANCH OF CADASTRAL SURVEY

BRANCH CHIEF
Supervisory Land Surveyor (9)
Supervisory Survey Technician
Clerk-Stenographer
*Survey Aid*
*Cartographic Technician*

BRANCH OF LANDS AND MINERALS

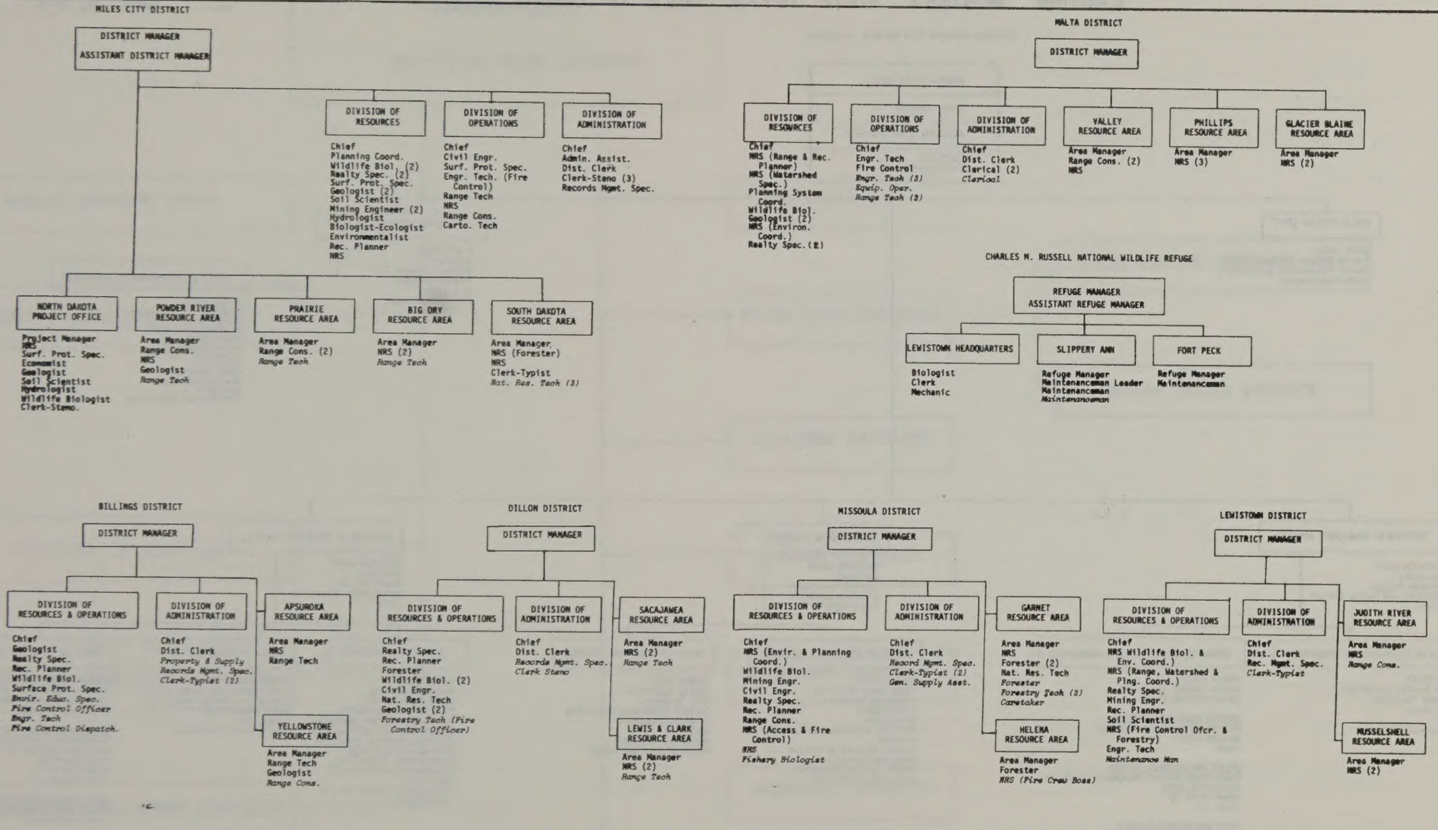
BRANCH CHIEF
Minerals Specialist (2)
Lands and Minerals Specialist
Clerk-Stenographer

MINERALS ADJUDICATION SECTION
Supervisory Land Law Examiner
Land Law Examiner (6)
Legal Clerk (2)
Clerk-Typist
*Clerk-Typist (2)*

LANDS ADJUDICATION SECTION
Supervisory Land Law Examiner
Land Law Examiner

Note: *Print style denotes permanent positions less than full time.*

# EXISTING FIELD OFFICE TABLE OF ORGANIZATION (Apr. 30, 1975)


MILES CITY DISTRICT
DISTRICT MANAGER
ASSISTANT DISTRICT MANAGER
DIVISION OF RESOURCES
Chief
Planning Coord.
Wildlife Biol. (2)
Realty Spec. (2)
Surf. Prot. Spec.
Geologist (2)
Soil Scientist
Mining Engineer (2)
Hydrologist
Biologist-Ecologist
Environmentalist
Rec. Planner
NRS
DIVISION OF OPERATIONS
Chief
Civil Engr.
Surf. Prot. Spec.
Engr. Tech. (Fire Control)
Range Tech
NRS
Range Cons.
Carto. Tech
DIVISION OF ADMINISTRATION
Chief
Admin. Assist.
Dist. Clerk
Clerk-Steno (3)
Records Mgmt. Spec.
NORTH DAKOTA PROJECT OFFICE
Project Manager
NRS
Surf. Prot. Spec.
Economist
Geologist
Soil Scientist
Hydrologist
Wildlife Biologist
Clerk-Steno.
POWDER RIVER RESOURCE AREA
Area Manager
Range Cons.
NRS
Geologist
*Range Tech*
PRAIRIE RESOURCE AREA
Area Manager
Range Cons. (2)
*Range Tech*
BIG DRY RESOURCE AREA
Area Manager
NRS (2)
*Range Tech*
SOUTH DAKOTA RESOURCE AREA
Area Manager
NRS (Forester)
NRS
Clerk-Typist
*Nat. Res. Tech (3)*
MALTA DISTRICT
DISTRICT MANAGER
DIVISION OF RESOURCES
Chief
NRS (Range & Rec. Planner)
NRS (Watershed Spec.)
Planning System Coord.
Wildlife Biol.
Geologist (2)
NRS (Environ. Coord.)
Realty Spec. (2)
DIVISION OF OPERATIONS
Chief
Engr. Tech
Fire Control
*Engr. Tech (3)*
*Equip. Oper.*
*Range Tech (2)*
DIVISION OF ADMINISTRATION
Chief
Dist. Clerk
Clerical (2)
*Clerical*
VALLEY RESOURCE AREA
Area Manager
Range Cons. (2)
NRS
PHILLIPS RESOURCE AREA
Area Manager
NRS (3)
GLACIER BLAINE RESOURCE AREA
Area Manager
NRS (2)
CHARLES M. RUSSELL NATIONAL WILDLIFE REFUGE
REFUGE MANAGER
ASSISTANT REFUGE MANAGER
LEWISTOWN HEADQUARTERS
Biologist
Clerk
Mechanic
SLIPPERY ANN
Refuge Manager
Maintenanceman Leader
Maintenanceman
*Maintenanceman*
FORT PECK
Refuge Manager
Maintenanceman
BILLINGS DISTRICT
DISTRICT MANAGER
DIVISION OF RESOURCES & OPERATIONS
Chief
Geologist
Realty Spec.
Rec. Planner
Wildlife Biol.
Surface Prot. Spec.
*Envir. Educ. Spec.*
*Fire Control Officer*
*Engr. Tech*
*Fire Control Dispatch.*
DIVISION OF ADMINISTRATION
Chief
Dist. Clerk
*Property & Supply*
*Records Mgmt. Spec.*
*Clerk-Typist (2)*
APSUROKA RESOURCE AREA
Area Manager
NRS
Range Tech
YELLOWSTONE RESOURCE AREA
Area Manager
Range Tech
Geologist
*Range Cons.*
DILLON DISTRICT
DISTRICT MANAGER
DIVISION OF RESOURCES & OPERATIONS
Chief
Realty Spec.
Rec. Planner
Forester
Wildlife Biol. (2)
Civil Engr.
Nat. Res. Tech
Geologist (2)
*Forestry Tech (Fire Control Officer)*
DIVISION OF ADMINISTRATION
Chief
Dist. Clerk
*Records Mgmt. Spec.*
*Clerk Steno*
SACAJAWEA RESOURCE AREA
Area Manager
NRS (2)
*Range Tech*
LEWIS & CLARK RESOURCE AREA
Area Manager
NRS (2)
*Range Tech*
MISSOULA DISTRICT
DISTRICT MANAGER
DIVISION OF RESOURCES & OPERATIONS
Chief
NRS (Envir. & Planning Coord.)
Wildlife Biol.
Mining Engr.
Civil Engr.
Realty Spec.
Rec. Planner
Range Cons.
NRS (Access & Fire Control)
*NRS*
*Fishery Biologist*
DIVISION OF ADMINISTRATION
Chief
Dist. Clerk
*Record Mgmt. Spec.*
*Clerk-Typist (2)*
*Gen. Supply Asst.*
GARNET RESOURCE AREA
Area Manager
NRS
Forester (2)
Nat. Res. Tech
*Forester*
*Forestry Tech (2)*
*Caretaker*
HELENA RESOURCE AREA
Area Manager
Forester
*NRS (Fire Crew Boss)*
LEWISTOWN DISTRICT
DISTRICT MANAGER
DIVISION OF RESOURCES & OPERATIONS
Chief
NRS Wildlife Biol. & Env. Coord.)
NRS (Range, Watershed & Plng. Coord.)
Realty Spec.
Mining Engr.
Rec. Planner
Soil Scientist
NRS (Fire Control Ofcr. & Forestry)
Engr. Tech
*Maintenance Man*
DIVISION OF ADMINISTRATION
Chief
Dist. Clerk
Rec. Mgmt. Spec.
*Clerk-Typist*
JUDITH RIVER RESOURCE AREA
Area Manager
NRS
*Range Cons.*
MUSSELSHELL RESOURCE AREA
Area Manager
NRS (2)

Note: *Print style denotes permanent positions less than full time.*
NRS - Natural Resource Specialist

|  | Director or Manager | Division Chiefs | Area Managers | Management Totals | Realty Specialist | Wildlife Biologist | Fishery Biologist | Recreation Planner | Archeologist | Hydrologist | Forester | Range Conservationist | Mineral Specialist | Fire Control Specialist | Soil Scientist | Surface Protection Spec. | Watershed Specialist | Regional Planner | Civil Engineer | Information Specialist | Economist | Resource Data Specialist | Access Specialist | Program Analyst | Sociologist | Librarian | Industrial Engineer | Training & Safety Spec. | Botanist | Writer / Editor | Environmental Coor. | Technical Coordinator | Planning Coordination Spec. | Air Quality Specialist | Remote Sensing Spec. | Landscape Architect | Appraiser | Land Surveyor | Land Law Examiner | Enforcement Specialist | Legal Assistant | Environmental Specialist | Professional Total | General Administration | Secretarial Typing | Legal Clerk | Public Contact Specialist | Personnel Management Spec. | Records Specialist | Records Clerk | Accounting Clerk | Admin. Support Totals | Natural Resource Tech. | Operations Tech. | Carto. Tech. / Drafting | Engineering / Drafting | Electronic Tech. | Survey Tech. / Aid | Tech. Support Totals | Office Totals | Less Than Full Time |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **MALTA** | 1 | 3 | 3 | 7 | 2 | 1 |  |  |  |  |  | 9 | 2 |  | 1 |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  | 17 | 2 | 3 |  |  |  |  |  |  | 5 | 2 | 5 |  |  |  |  | 7 | 36 | (6) |
| **MILES CITY** | 2 | 3 | 5 | 10 | 3 | 3 |  | 3 |  | 2 | 1 | 7 | 6 |  | 2 | 3 | 1/2 |  | 1 |  | 1 |  | 1/2 |  |  |  |  |  | 1 |  | 1 |  | 1 |  |  |  |  |  |  |  |  |  | 36 | 1 | 6 |  |  |  | 1 |  |  | 8 | 7 | 2 |  |  |  |  | 9 | 63 | (5) |
| **BILLINGS** | 1 | 2 | 2 | 5 | 1 | 1 |  | 1 |  |  |  | 2 | 2 |  |  | 1 |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 9 | 1 | 3 |  |  |  | 1 |  |  | 5 | 4 | 1 |  |  |  |  | 5 | 24 | (9) |
| **DILLON** | 1 | 2 | 2 | 5 | 1 | 2 |  | 1 |  |  | 1 | 4 | 2 |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 12 | 1 | 1 |  |  |  | 1 |  |  | 3 | 4 |  |  |  |  |  | 4 | 24 | (6) |
| **LEWISTOWN** | 1 | 2 | 2 | 5 | 1 | 1 |  | 1 |  |  | 1 | 5 | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 11 | 1 | 1 |  |  |  | 1 |  |  | 3 |  | 2 |  |  |  |  | 2 | 21 | (3) |
| **MISSOULA** | 1 | 2 | 2 | 5 | 1 | 1 | 1 | 1 |  |  | 5 | 1 | 1 | 1/2 |  |  | 1 |  | 1 |  |  |  | 1/2 |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  | 15 | 1 | 3 |  |  |  | 1 |  |  | 5 | 4 | 1 |  |  |  |  | 5 | 30 | (11) |
| **DISTRICT TOTAL** | 7 | 14 | 16 | 37 | 9 | 9 | 1 | 7 |  | 2 | 8 | 28 | 14 | 1/2 | 3 | 5 | 2 1/2 |  | 3 | 1 | 1 |  | 1 |  |  |  |  |  | 1 |  | 3 |  | 1 |  |  |  |  |  |  |  |  |  | 100 | 7 | 17 |  |  |  | 5 |  |  | 29 | 21 | 11 |  |  |  |  | 32 | 198 | (40) |
| **MONTANA STATE OFFICE** | 2 | 5 | 8 | 15 | 1 | 2 | 1 | 2 | 1 | 2 | 1 | 1 | 4 | 1 | 1 | 2 | 1 | 2 | 2 | 2 | 1 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 1 | 1 |  | 1 |  |  | 1 | 1 | 3 | 9 | 7 | 1 | 1 | 1 | 62 | 6 | 23 | 8 | 1 |  | 3 | 6 | 1 | 48 | 1 |  | 6 | 3 | 2 | 2 | 14 | 139 | (23) |
| **STATE TOTALS** | 9 | 19 | 24 | 52 | 10 | 11 | 2 | 9 | 1 | 4 | 9 | 29 | 18 | 1½ | 4 | 7 | 3½ | 2 | 5 | 3 | 2 | 1 | 2 | 2 | 1 | 1 | 1 | 1 | 2 | 1 | 3 | 1 | 1 |  | 1 | 1 | 3 | 9 | 7 | 1 | 1 | 1 | 162 | 13 | 40 | 8 | 1 |  | 8 | 6 | 1 | 77 | 22 | 11 | 6 | 3 | 2 | 2 | 46 | 337 | (63) |

NOTES:

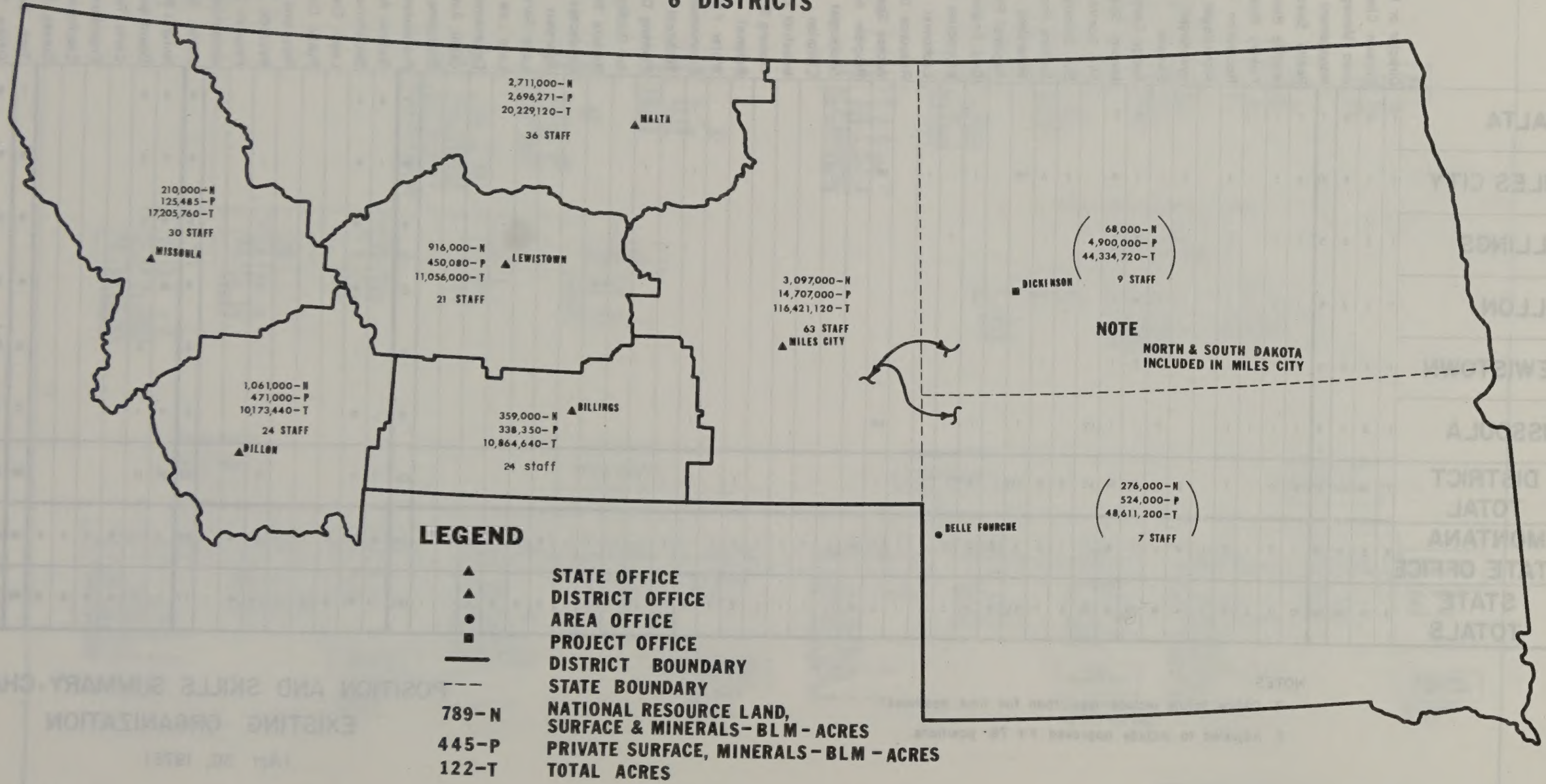
1. Office totals include less than full time positions.
2. Adjusted to include approved FY 76 positions.

## POSITION AND SKILLS SUMMARY CHART
## EXISTING ORGANIZATION

(Apr. 30, 1975)

# PRESENT ACREAGE AND STAFFING

## 6 DISTRICTS



2,711,000-N
2,696,271-P
20,229,120-T
36 STAFF
MALTA
210,000-N
125,485-P
17,205,760-T
30 STAFF
MISSOULA
916,000-N
450,080-P
11,056,000-T
21 STAFF
LEWISTOWN
3,097,000-N
14,707,000-P
116,421,120-T
63 STAFF
MILES CITY
68,000-N
4,900,000-P
44,334,720-T
9 STAFF
DICKINSON
NOTE
NORTH & SOUTH DAKOTA INCLUDED IN MILES CITY
1,061,000-N
471,000-P
10,173,440-T
24 STAFF
DILLON
BILLINGS
359,000-N
338,350-P
10,864,640-T
24 staff
276,000-N
524,000-P
48,611,200-T
7 STAFF
BELLE FOURCHE
LEGEND
▲ STATE OFFICE
▲ DISTRICT OFFICE
● AREA OFFICE
■ PROJECT OFFICE
DISTRICT BOUNDARY
STATE BOUNDARY
789-N NATIONAL RESOURCE LAND, SURFACE & MINERALS-BLM-ACRES
445-P PRIVATE SURFACE, MINERALS-BLM-ACRES
122-T TOTAL ACRES

# Issues

# 4. ISSUE IDENTIFICATION AND ANALYSIS

## 4.1 ORGANIZATIONAL ISSUES

The following issues, which were the major findings of the Study Team, were developed from a careful analysis of interview summaries and all other information. Some of them represent problems inherent to any organization.

Each issue was addressed individually. The Study Team first defined the issue as accurately and concisely as possible, and then identified causes, analyzed the overall situation, and developed solutions to resolve the issue.

Since many of the issues are interrelated, the solution to one could compound another. These conflicting solutions were identified and considered in developing overall Study Team recommendations (Chapter 5), but were not addressed in this chapter. Each issue is simply presented with a brief summary of the Team's analysis and proposed solutions.

The issues are grouped in Organizational and Managerial sections, according to what was initially felt to be the primary cause and potential area of solution.

### 4.1.1 Issue

Resource Area staffing does not provide the skills for effective multiple-use programs, and Area Managers have difficulty scheduling work without control of the major resource disciplines.

Analysis

Resource Areas tend to be range management units staffed predominately with Range Conservationists or Natural Resource Specialists with range backgrounds. With very few exceptions, all other resource skills are in the Division of Resource Management, and all support skills are in the Division of Operations.

This places the Area Managers in the awkward position of having responsibilities without the capability to plan and manage them. This may be acceptable for a few select skills areas. However, where it involves major program areas, such as wildlife and recreation, it hinders managerial control, multiple use management, and efficient scheduling of personnel.

Staffing of Resource Areas with all major skill needs could result in under-utilized positions, but it can be corrected by: (1) assigning additional related duties, creating "two-hat jobs," or (2) increasing the size of a Resource Area so that a full workload would justify the presence of all major disciplines.

Solution

1. Major skills should be added to Resource Area staffing, even if it means that some may fill "two-hat" positions.

2. Increase Resource Area size, so full workload justifies all major resource disciplines.

### 4.1.2 Issue

The Chiefs of the combined Resource Management and Operations Divisions in Billings, Dillon, Lewistown, and Missoula simply have too many roles and programs to function effectively.

Analysis

Their major roles are: (1) supervising a sizable technical staff (9 or 10 resource specialists), (2) program coordination and analysis, (3) senior staff specialist in a resource discipline, and (4) acting as District Manager or de facto Assistant District Manager. The latter has a continuing time requirement and is confusing in terms of line and staff duties. Supervision and program coordination are both full-time jobs. Complexity is added by the dissimilar functions of Resources and Operations. Work balance suffers when an individual's background and affinity lead to favoring certain activities at the expense of others. Also, supervisory and staff roles are in direct competition for the Division Chief's time.

Separating the above functions into two Divisions to reduce the supervisory load, leads to inefficient supervisory ratios in Districts with small Operations functions. Separating line and staff functions by using an Assistant District Manager, would eliminate role conflicts and reduce time demands.

Branching the combined Division into two or more major parts (Resources, Operations, Planning, and Program Coordination) would create small branches, poor supervisory ratios, and require working supervisors or single position branches.

Solution

1. An Assistant District Manager position is recommended. This position would provide program coordination and would separate line and staff functions.

2. Consolidate Districts, thereby enlarging both Resource and Operations functions and removing the need for the Chief to double as a staff specialist. Separate the two into separate Divisions if justified by workload.

3. Reduce the span of control by having only special skills and quality control functions in the Division of Resources.

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### 4.1.3 Issue

The ratio of professionals to technicians is not in balance with the workload, causing inefficient use of professionals, or placing unfair workloads on technicians.

Analysis

This was initially felt to be the situation, but a more detailed analysis of skill needs, adjusted to present manpower capability (see Appendix A), questioned this conclusion. BLM's present adjusted Fiscal Year 1976 organization shows technicians as 24% of the technical-professional work force. The skill needs indication is for 32%, which was adjusted to 28%.

Further analysis of the issue indicated the following:

(1) Public land use supervision includes a wide range of technician and professional duties. Where staffs are small, one individual tends to end up doing considerable work in both areas. This expects too much of a technician, and uses the professional incorrectly and inefficiently. One area where this was most obvious was graphics and drafting. Professionals do much of this work because the position is not available in the District. Public information and Unit Resource Analysis maps and overlays are other good examples.

(2) There is a grade level overlap which clouds proper roles. An example would be the work of the new GS-5 professional versus that of the senior technician at GS-9.

(3) Even where a full-time technician is needed, it is easier to justify a full-time professional.

(4) The present technician position ratio may not itself be accurate, since individuals at the top of Civil Service Commission Technician Registers tend to be fully qualified professionals.

The Study Team concluded that there was a problem in the professional/technician workloads and roles, which was not entirely related to numbers. One cause was the lack of flexibility in small offices to adjust these workloads and have them identified with specific positions.

Solution

1. Consider larger District staffs and administrative areas to allow for more job design flexibility and better position management.
2. Define overall District workloads more accurately.

3. Provide for technician positions in the permanent Table of Organization.

4. Convert project funds to less-than-full-time technician salary, as appropriate.

5. Provide for drafting capability in each District Office as part of the technician mix.

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### 4.1.4 Issue

State Office resource staff specialists (Program Leaders) do not have the time to be program guiders, perform quality control, provide technical assistance, and still work on special reports and ad hoc teams.

#### Analysis

Priority of State Office staff time is given to special reports and ad hoc teams dealing with specific issues, which allows slippage in extremely important program guidance, quality control, and technical assistance functions.

There is a normal tendency for State Office staff personnel to become too involved in operational aspects of their programs. A greater proportion of their time should be spent on guidance to field offices.

State Office staff roles are not as clearly defined as they should be. A certain amount of confusion and overlap exists because of this. Coordination between State Office staffs and among staff members is not occurring as orderly as it should. These are State Office areas in need of primary attention.

The State Office staff problem is not one of numbers, but of job responsibility and design. A program leader must deal with six District Offices in three major functional areas, sometimes in more than one program areas, in addition to special project assignments.

Solution

1. Reduce the number of Districts and Resource Areas to give specialists an easier number to deal with.
2. Increase Districts' capability in technical areas and quality control. The State Office staff should place a greater amount of their time on program guidance and provide quality control and technical assistance only in critical areas.
3. Better define and document staff roles in the State Office.
4. Consider a different organization of staff work functions.

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### 4.1.5 Issue

Districts lack some of the skills needed to manage all resources, leading to less than qualified personnel handling programs.

Analysis

This happens because there is not enough workload for a full-time position; or because it is a new program area not staffed for; or because program emphasis bypasses this area.

For less than a full workload, assistance from other units or part-time help can be used, but this is a short-range solution. Combining working areas to develop a full-time workload is preferred. Redefining program emphasis and assuring that staffing and skills are aligned with priorities should be done where skills appear out of balance. Shifts of emphasis may require retraining of present employees to upgrade their capabilities.

The special skills workload mix should be adjusted by continued emphasis on the possibilities of contracting or cooperative efforts with academic institutions and other Federal or State agencies. Present cooperative agreements with the Montana, North Dakota, and South Dakota state governments, the Decker-Birney Study, and soil surveys by the Soil Conservation Service, are excellent examples in the area of Federal-State cooperation.

Solution

1. Combine specialty work areas to create a full workload.

2. Contract part of the work as applicable.

3. Continue cooperative BLM-State efforts and expand to achieve greater multi-agency involvement and participation of other interested groups.

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### 4.1.6 Issue

Present District staffing is inadequate to meet total workload, even in high priority areas, with major conflicts occurring between field management and planning and related activities.

Analysis

Workload estimates indicate that some District work is not going to get done regardless of staffing adjustments. The problem is to insure that District personnel are working on priority items, and that the work left undone is of less importance. This is hard to do because what is important to one District may be less important to another District.

BLM has procedures for resolving the priority conflicts. But the inflexibility of a relatively fixed staffing pattern spread among six offices, and competition for staff time between developmental and operational demands, make it harder to make adjustments.

Staffing is relatively inflexible to major program changes, and usually lags. Priorities are therefore often not reflected in staffing patterns. Yet, some staffing should accompany new priority work, with trade-offs clearly identified. The staffing lag is intensified when additional workload is undertaken in new programs with the same workforce numbers, without a corresponding decrease in other workloads.

Conflicts also arise over too many top priorities, without clear policies and program goals identified with the workloads. The natural response is to ignore the least interesting or least demanding.

The field management and planning conflict has been caused in part by the formal planning system, creating an artificial separation which causes planning to be viewed as a self-contained process, rather than an important step toward sound resource management.

Solution

1. Establish goals and priority definitions, with corresponding manpower objectives more carefully documented.

2. Assure that staffing balance accompanies priorities. When new workloads are identified, the corresponding trade-offs should also be identified.

3. Staff Districts to reduce priority conflicts between planning efforts and field management by considering larger Districts and separation of functions assigned to some positions.

4. Improve the use of the Management Framework Plan as a management guide.

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### 4.1.7 Issue

Staffing and growth in new work areas has proceeded with poor definition of workloads, leading to some District specialists being overworked and others without strong workloads.

Analysis

The Surface Protection Specialist's role is not consistent between Districts, varying from compliance to technical advice and support. While this variance is caused in part by a new program thrust, it also shows lack of definition of roles, which may be symptomatic of a lack of or too much work. Staffing in geology and minerals skills has been accelerated, but workload is lagging behind staffing in some Districts. Other important areas, (archeology, soils/watershed, and recreation), all with known workloads, have not received equal staffing attention. (Also see 4.1.5 and 4.1.6.)

Solution

1. Provide greater long and short-term direction in new program areas.

2. Understaff until workloads are firmly identified.

3. A better manpower planning system or position allocation system is recommended.

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4.1.8 Issue

Specialists with rare skills in the State Office, identify workloads that cannot be accommodated in a prudent manner by Districts not possessing those skills, resulting in a backlog of work.

Analysis

The problem has developed from new programs in Districts not having full workloads in a specialty area. The position is therefore assigned to the State Office, which immediately creates a role conflict. The role conflict occurs primarily when an operational position is placed in the developmental organization structure, with the latter taking precedence. In the developmental role, backlogs are building, sometimes unconsciously, through instructions and queries that the Districts cannot respond to. (Also see 4.1.5 and 4.1.7.)

Solution

1. Define roles in scarce skill areas, especially where a mix of operational and developmental duties occur.

2. Where State Office scarce skills identify new priority workloads, the Districts should be staffed with manpower or contract capability to respond to the workload at their level.

3. Where possible, Districts or Resource Areas should be consolidated to have justifiable workloads in scarce skills areas at a proper level.

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4.1.9 Issue

There is insufficient justification for a District Clerk position, which is incorrectly and inefficiently used.

Analysis

This job has changed radically over the past several years, with the addition of Records Management Specialists, expansion of Automatic Data Processing, and District Office program and role changes. Yet the position structure has remained largely the same.

There is not sufficient justification for two supervisory positions in the Division of Administration. There is a need for both secretarial duties and management technician duties in the Division of Administration, but it is not logical to include them in a single position.

Solution

1. Hire professional Administrative Assistants where the workload justifies.

2. Hire clerical assistance where the workload justifies.

3. Recognize the Administrative Officer as the only supervisor in the Division of Administration.

4. Cease designating District Clerk positions title.

5. Consider clearer role definitions for all District clerical positions.

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4.1.10 Issue

The Natural Resource Specialist (NRS) generalist concept is not working at the Resource Area level. Individuals gravitate toward areas in which they are trained, or areas of local pressure, and other work is neglected.

Analysis

This finding was substantiated by interviews and the Manpower Correlation Report. Only four, full-time, non-managerial NRS positions were found to be properly used.

BLM will gain sound multiple-use management across the board, only with a proper mix of major resource disciplines on the Resource Area staffs and key scarce skills on the District staffs. The professional resource generalist concept will not work as the mainstay of resource management at the field level, because of training background and areas of local pressure.

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The nature of the job requires specialists to have some other duties of a general nature, but the two roles should be carefully delineated. The day-to-day workload leaves little time to determine proper work balance. Immediate needs tend to be met in heavy (not necessarily priority) demand program areas. Proper balance is likely to come only with a proper mix of full-time specialists. This is critical to the multiple-use management concept.

There are resource generalists positions which should properly have across-the-board responsibilities. These include managerial jobs and staff jobs such as planning, environmental coordination, and program analysis. (Also see 4.1.1 and 4.1.6.)

Solution

1. Identify each job, except managerial jobs, etc., with a specific specialty, and structure major responsibilities around it.
2. Provide large enough Resource Area and District staffs to allow for specialization so that each major program has a workload and an advocate.

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### 4.1.11 Issue

Present staffing among Districts is out of balance compared to respective workloads.

Analysis

This overall staffing is based on the workload analysis. Billings (+14 positons), Lewistown (+3), and Missoula (+9) are proportionally overstaffed; and Miles City (-9), Malta (-12), and Dillon (-5) are understaffed. Even allowing for discrepancies in the workload analysis, the degree of imbalance was not justifiable by any major priority program.

Staffing in Billings, Lewistown, and Missoula cannot be reduced proportionally and still have enough positons to staff a full District Office. Their staffs (full/part-time/WAE permanent) would only be 10, 18, and 21, respectively.

In addition, these smaller Districts do not have an adequate skills mix. A smaller staff for the present District, or increasing the area and workload to justify a larger staff would only make this problem worse. The Study Team therefore concluded that the organization would have to live with some major imbalances with the present situation, or obtain reasonable balance between workload and staffing (see 4.1.6) by reorganizing.

Solution

1. Reassess the size and workload of all Resource Areas and Districts. Modify staffing to balance workload and skills.

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### 4.1.12 Issue

Some Resource Areas have aggregate workloads larger than the Billings and Lewistown Districts, which indicates improper staffing and improper use of organization.

Analysis

The workload for the Billings District is smaller than eight of the sixteen existing Resource Areas. This has evolved in recent years, with changes in program emphasis and addition of new program responsibilities in other Resource Areas and Districts.

Lewistown is the second smallest District by workload. This is based on figures which were adjusted to reflect separate administration for the Charles M. Russell National Wildlife Range.

The Powder River Resource Area in Miles City shows a greater total workload than either Billings or Lewistown Districts, and Phillips, Valley, Prairie, Lewis and Clark, and Garnet Resource Areas have workloads greater than the Billings District and closely approach the Lewistown District workload, The Billings, Lewistown, Dillon, and Missoula Districts are all small, relative to Malta and Miles City Districts.

Also, the Helena Resource Area is too small to be an efficient unit. The Study Team made allowance for the fact that its workload is due to people, rather than acreage, and might be somewhat larger than the estimate. However, proportional staffing estimates still could not justify the needed skills.

The North and South Dakota offices also have relatively small workloads. The Study Team considered demands other than aggregate workload to be overriding in deciding whether or not to recommend retention as separate entities.

Based on a proportional allocation of present staff, it is difficult to build a well-balanced organization at both District and Resource Area levels, for the present Districts. A better workload balance, plus a workload adequate to justify a reasonable staffing mix, is necessary. (Also see 4.1.11.)

Solution

1. Change the present Billings District to a Resource Area.
2. Combine Districts into three or four large Districts with a balanced workload.
3. Expand small Resource Areas, or incorporate them with others to justify adequate staffing.

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### 4.1.13 Issue

Supervisory positions are not being used as efficiently and effectively as they should. This includes considerable inconsistency in spans of controls and improper functions being performed by supervisors.

Analysis

The working leader concept best describes BLM Area Managers, as well as some staff chiefs in the field. This leads to the supervisor spending more time performing technical duties and less time managing, caused by heavy work demands and small spans of control. Where spans of control are more reasonable, as with District Resource Chiefs, operational demands are still placed on the supervisor. This prevents these individuals from adequately performing their managerial functions.

The workload analysis indicated a total managerial need for 19 managerial positions at the field office level. There are presently 37 supervisory/managerial field positions. Even after recognizing that these positions are not and should not be 100% managerial, BLM supervisory jobs are too heavily mixed. The supervisory aspects are most often overlooked because they are the easiest to put off.

Supervisory functions also take far too low a priority because of excessive program demands, but they should be given greater attention. They are directly related to productivity, morale, clarity of job objectives, and efficient position management.

The following table shows present supervisor/subordinate ratios. The variety in ratios is indicative of the problems encountered. But even the median ratio is low. The notable exceptions are the combined Resources/Operations Divisions. (Also see 4.1.2.)

Supervisor-Subordinate Ratios
Span of Control

| | DM | Div. of Res. | Mgmt (& Ops | Div. of Admin. | Resource Area Offices | |
|---|---|---|---|---|---|---|
| Malta | 1:6 | 1:8 | 1:8 | 1:5 | Valley | 1:3 |
| | | | | | Phillips | 1:3 |
| | | | | | Glacier-Blaine | 1:2 |
| Miles City | 1:7 | 1:14 | 1:6 | 1:6 | Prairie-Big Dry | 1:6 |
| | | | | | Powder River | 1:4 |
| | | | | | So.Dak. (Detached) | 1:6 |
| | | | | | No.Dak. (Detached) | 1:8 |
| Lewistown | 1:4 | 1:9* (3) | | 1:3 | Judith River | 1:2 |
| | | | | | Musselshell | 1:2 |
| Billings | 1:4 | 1:9* (4) | | 1:5 | Apsuroka | 1:3 |
| | | | | | Yellowstone | 1:4 |
| Dillon | 1:4 | 1:10* (3) | | 1:3 | Sacajawea | 1:3 |
| | | | | | Lewis & Clark | 1:3 |
| Missoula | 1:4 | 1:10* (3) | | 1:3 | Garnet | 1:8 |
| | | | | | Helena | 1:2 |

**MEDIAN 1:4 - 1:5**

*Combined Resources and Operations Ratio. Numbers in parentheses denote positions which are Operations positions.

Solution

1. Equalize spans of control without creating improper functional or geographic alignments.
2. Structure positions to be true supervisory/managerial positions, eliminating the work/supervision conflict.
3. Define the supervisor's role and carefully select or train people on this basis.
4. Hire the correct proportional number of supervisory and managerial people.

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### 4.1.14 Issue

The role of the BLM District Manager is too large for one individual, leading to improper demands on current staff, or important managerial functions not being performed.

Analysis

District Managers are too involved in day-to-day operations. This is brought about in part by lack of staff support in some areas, especially in program analysis. The program direction role is large and important, yet generally overlooked. This is representative of developmental and operational work competition for the District Manager's time.

In addition to normal duties, present key staff to District Managers are being asked to perform both line and specialty functions not a part of their jobs. These include program direction and coordination, public information, and day-to-day quidance and program execution. They do not have adequate authority to perform the line functions, and the combination interferes with their normal duties.

The scope of functions under a District Manager's direction is large and varied. There is consequently a need for more comprehensive delegations of responsibility for work.

The Study Team considered several possible solutions to this problem: (1) Establish an Assistant District Manager position in each District, centering on program execution and program operations; (2) increase the staff of the District Manager in program analysis, public information, and program coordination, to relieve the Resources Chief and the District Manager of these responsibilities, allowing the former to function as a full staff assistant, and the latter to be a manager; or (3) reduce the size of Districts' administrative jurisdiction, workload, and staffing. (Also see 4.1.2 and 4.1.13.)

Solution

1. Establish Assistant District Manager positions in each District, with the authority to deal with all program execution matters and staff assignments in program analysis. Recognize the position as a mix of line and staff functions.

2. Add a professional Public Information position to each District Office.

---

4.1.15 Issue

Morale, work quality, and capability to perform important functions, all suffer from the lack of career progression opportunities and inadequate professional staffing in certain areas. The most notable are administration, adjudication, and information fields.

Analysis

There is a lack of career opportunity and job continuity in administration, adjudication, and public information fields. Jobs are often filled with individuals who have not had adequate technical background. In other cases, individuals have been brought in from outside the Bureau because intermediate positions are lacking. This can be unfair and is inefficient position management.

There has been inadequate attention given to important professional aspects for these areas. This has led to work being neglected, or being assigned to personnel without the necessary professional backgrounds. Examples of areas which need proper intermediate staffing and attention are: community relations, public participation, environmental education, performance standards, training management, personnel and position management, public information, and safety.

Grade structure and job design have compounded this problem. There are very few intermediate or training positions in the three areas. Also, administration and public information are inadequately staffed at higher levels.

Solution

1. Hire people with professional backgrounds.

2. Adequately staff intermediate career positions.

3. Structure the recently allocated personnel position in the Division of Management Services as a senior GS-11/12 Personnel Generalist. Primary duties should be statewide assistance in training, position management and preclassification. This would

separate personnel processing functions from professional advice and assistance.

4. An Environmental Education specialist should be added to the Public Affairs Staff, or assigned to the Division of Planning.
5. Staff Districts with professional Public Affairs/ Environmental Education positions.

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### 4.1.16 Issue

Distance from the managing office has led to a lack of attention to some National Resource Lands, particularly where the land pattern is scattered.

Analysis

This is going to happen wherever offices are located, because of the size of the state and the land pattern. However, several areas were identified where the problem should be minimized. These were: western portions of Malta, Lewistown, and Billings Districts; the eastern portion of Missoula District; the northern part of Dillon District; and the southern part of Charles M. Russell National Wildlife Range.

This distance problem could be corrected by establishing offices closer to problem areas, either by boundary adjustments, by establishing part-time or new offices, by creating smaller Districts with more offices, by increasing travel with inefficient travel/ management costs, or by specifying levels of management to be given all lands, regardless of land pattern or distance.

Boundary adjustments, in terms of reducing distance and grouping resources, can do much in correcting the problem. Boundary adjustments will also affect other variables, such as staffing needs, travel costs, and office locations. In grouping the western portion of Malta and Lewistown Districts with the eastern part of Missoula District, an office at Helena is appropriate. Then the northern counties of the Dillon District would be considerably closer to Helena than Dillon.

The alternative of establishing new or part-time offices, without boundary adjustments, shows that the Helena Resource Area would be better managed by an office in Helena. Similarly, an office in Havre would shorten distances to the National Resource Lands along the Teton front.

For the Charles M. Russell National Wildlife Range, distance and physiographical problems would be solved by a field station at Jordan.

Solution

1. Locate offices to alleviate distance problems.
2. Establish part-time offices or new offices.
3. Realign District boundaries.

---

4.1.17 Issue

Boundaries which separate major resources, require duplication of skills, and cause confusion over jurisdiction, should be changed. Coal fields, such as those in Bull Mountains, or Treasure and Rosebud Counties, are good examples of resources overlapping administrative boundaries.

Analysis

Overlapping resources causes duplicate geologist/mining engineer skills. Any resource development would likely ignore present boundaries which lead to dual jurisdiction between Districts. Duplication and coordination does not improve on-the-ground management, and increases delays or communication problems for the public.

Due to differences in jurisdiction across state lines, District or Resource Area boundary changes for resource grouping across state lines are not recommended.

Solution

1. District boundaries should be changed between the Miles City and Billings Districts to put the Treasure-Rosebud coal field in the Miles City District.

2. Musselshell County should be added to the Billings District to put all the Bull Mountain coal in one District.

4.1.18 Issue

Separate Resource Areas in the Billings District leads to duplication of travel and work.

Analysis

The relatively small Red Lodge-Bridger-Big Horn Canyon area of the Billings District is divided into two Resource Areas which causes duplication of travel and skills. The only major difference in programs is the Pryor Mountain Wild Horse Range. (Also see 4.1.11 and 4.1.12.)

Solution

1. These Resource Areas should be consolidated. Projected workload does not warrant separate areas and duplication of skills.

---

4.1.19 Issue

Communications between District Offices and detached Resource Area headquarters are difficult.

Analysis

Analysis indicated that this problem was broader than communications. It included other difficulties covered in the list below:

(a) There is not always enough work in each discipline to justify that specialty in the detached Resource Area. Therefore, support comes from the District staff.

(b) Adequate and timely support in administration, operations, and scarce skill areas is difficult.

(c) Scheduling, mail handling, deadlines, and informational materials are all harder to deal with in separate locations.

(d) Separate offices require additional facilities and support equipment, and a duplication of records and functions.

(e) Employees are isolated from the mainstream of District operations.

The main advantage of the separate Resource Area Office is that it is closer to local constituents and to the resource. (Also see 4.1.16.)

Solution

1. Recommend separate field offices only where justified by workload, skill needs, service to the public, or special managerial considerations.

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4.1.20 Issue

The issue of contracting versus force account for minor project and maintenance work was common throughout all offices, with divided opinions.

Analysis

Force account proponents list advantages as: (1) time delays are sometimes critical, (2) some work is not susceptible to contracting (many small jobs, or jobs in remote areas), and (3) local hiring of skilled labor has the fringe benefits of public relations and aiding the local economy.

Contract proponents state that: (1) quality is assured through written specification, (2) need for purchase and maintenance of government-owned equipment prevents any major effort in force account, (3) force account staffing would impact total staff capability, and (4) equipment cannot be rented in smaller towns.

Solution

1. There is no dispute with either position, but each District should have some odd-job capability.
2. Contracting does not negate the need for at least one force account position in each District Office on a seasonal basis.
3. Occasional jobs could be done with equipment that is rented or leased.

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4.1.21 Issue

Access is a high priority management consideration not receiving adequate attention.

Analysis

A lack of funds, and road construction limitations, have reduced the capability of Districts to work on access. There are no full-time access specialists in any of the Districts, and contracts for assistance are not being used.

Workload estimates, reduced by contract support and aid from other positions, show a need for a full-time Access and Rights-of-Way Specialist in each District. This person would direct work on the program to provide adequate identification in the planning process, work with contractual help, recommend goals and priorities, and inform the public on access progress.

Solution

1. Establish full-time access expertise in each District.

2. Contract parts of the workload.

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4.1.22 Issue

Coordination and communication with other resource management agencies of the federal and three state governments must improve to assure sound resource management in the future.

Analysis

Although recent agreements and contacts are improving relations with state governments, there is a growing need for cooperation in work efforts at every stage. Day-to-day coordination, data exchange, and cooperative efforts are hampered by the lack of a BLM office in the State capitols of Montana and North Dakota.

In North Dakota, most outside communication and coordination contacts for the Project Office are located in Bismarck. These contacts are growing and will likely continue.

Solution

1. Continue State Director's present management emphasis on cooperative efforts.

2. Establish liaison positions in Helena and Bismarck, which report directly to the State Director.

3. Locate District boundaries to conform as closely as possible to state and other agency planning and jurisdictional boundaries.

4. Identify cooperative relations responsibility with specific positions in each office.

5. Move the North Dakota Project to Bismarck, and establish it as a separate administrative unit.

6. Provide support to the North Dakota Project from the State Office.

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### 4.1.23 Issue

The proposal to have small (six-man) Environmental Impact Statement Teams based in the Districts appeared to combine inadequate field staffing with inadequate State Office technical support. The tentative staffing proposal to locate a six-man team to work on energy-related EIS's in Miles City and the North Dakota Project, was evaluated in this context.

Analysis

Montana was not given sufficient staff to fully implement the Branch of Environmental Assessment outlined in the November 1974 Environmental Studies Proposal. Since a priority in the study was to staff scarce skills areas, the Study Team felt it more important to add special skills to the Branch, than to recruit standard disciplines for the field teams.

This would adequately staff the Branch to begin work on two to three of the most critical EIS's (this also would involve some additional State Office assistance).

Six-man teams were deemed inadequate to function effectively in a detached location, especially without a fully-staffed Branch to provide support, and would create additional demands on the District.

Implementing separate teams and the new Branch simultaneously, would cause considerable confusion. Even if a separate field group appears desirable in the future, the Branch should be properly staffed and operational before field teams are seriously considered.

Reporting of field teams to a District Manager, and to a Branch in the State Office, is organizationally unsound. A project operation such as an EIS must operate under one leadership.

The six-man team concept lacks the mobility and skill flexibility to respond to a regional or statewide workload.

While two six-man field teams would not work well organizationally, there is a definite need for additional positions in the Districts to do some of the work envisioned for the field teams. This would involve EIS work in: (1) District Office staff liaison, (2) inventory and planning, and (3) data gathering for submission to the Branch of Environmental Assessment.

Solution

1. The preparation of Environmental Impact Statements should be consolidated in the State Office. Responsibility for production on all major EIS efforts assigned to Montana, would rest with the Branch of Environmental Assessment.

## 4.2 MANAGERIAL ISSUES

### 4.2.1 Issue

There is some confusion and frustration on the part of District specialists, stemming from a lack of adequate technical review and follow-up.

Analysis

Adequate technical review is often not available at the District level due to a lack of necessary skills or expertise. The State Office specialists, in some cases, are not filling this gap. This is partly due to the number of field offices involved and the number of functions each specialist has to perform.

Also, conflicting technical direction is not uncommon from State Office personnel in the various divisions. This is due in part to internal role and functional overlaps. The overall need is for better documented and coordinated guidance, direction, and follow-up to the field offices, in technical areas. The present evaluation system must be modified to address this need. (Also See 4.1.4)

Solution

1. Combine Districts to reduce contact points and increase technical review capability at the District level.
2. Formulate a better evaluation system, including specific requirements for follow-up at all levels.
3. Make State Office roles clearer, emphasizing that technical review is conducted only when essential.
4. Encourage a greater number of field trips and informal exchanges between State Office staff and District personnel.

### 4.2.2 Issue

Incomplete guidelines and a marked lack of commitment to the planning system by State Office staff and District personnel, cause quality control problems in the planning and environmental analysis program.

Analysis

There is a lack of uniform direction and quality control in the planning and environmental areas. The result is a wide variety in quality, inclusiveness, and utility of planning and environmental products, including Planning Unit Resource Analyses, Management Framework Plans, and Environmental Analysis Records.

The lack of a well-defined end product from planning efforts has contributed to some frustration with the overall planning process. This has been compounded by verbal and written changes in direction. In some areas, such as archaeology and economics, the Districts also lack the skills required to complete thorough resource planning.

In order to assure sound resource planning in Montana and the Dakotas, the BLM planning system needs greater day-to-day top level commitment. There also needs to be greater direction and coordination in planning and environmental programs at both the District and State Office levels (also see 4.1.6, 4.1.14, and 4.2.1).

Solution

1. The State Director should approve all completed Management Framework Plans, and then only after comprehensive briefing and field review.

2. The Associate State Director should lead interdisciplinary teams to conduct detailed field

reviews of Unit Resource Analyses and Management Framework Plans at critical, specifically identified stages.

3. Establish a District Office Planning/Environmental Coordinator position which reports directly to the District Manager.

4. Retain an Environmental Specialist (guidance) position in the Branch of Environmental Assessment.

5. Develop State manual guidance in planning and environmental programs, including a provision for a standard, published Management Framework Plan document.

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4.2.3 Issue

Multiple sources of advice from State Office staff to the Districts has led to some confusion, conflicting guidance, and inappropriate work direction.

Analysis

To a large extent, this situation occurs because of unclear roles and role overlaps in the State Office. Some of these overlaps represent poor position management. However, many have resulted from the addition of new programs and skills, changing program emphasis, and organizational structure and growth.

Some of the conflicting directives can also be traced to oral instructions from State Office staff who assume functional line authority over their program area. Ad hoc delegations, or assignments not within normal lines or areas, also contribute to the problem.

Role definition and properly used delegations would aid in correcting this problem area. This would insure that significant instruction would go through State Office Division Chiefs before being transmitted to the Districts. (Also see 4.2.1.)

Solution

1. A State Office responsibility and contact list is needed.

2. Prepare functional and linear responsibility tables for State Office organization.

3. Proper delegations should be in line with given responsibilities.

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### 4.2.4 Issue

There is a natural tendency for staff specialists to communicate directly with their technical counterparts in other parts of the organization. This may lead to operational involvement and self-assumed functional authority where policies and instructions are not written.

Analysis

Communication problems are common to all organizations. Informal communications must and should occur, but line and staff at all levels must properly document major instructions and have a clear understanding of roles. While there are circumstances where short deadlines require verbal policy or instructions, they should be followed by formal documentation to reduce line-staff conflicts (also see 4.2.2 and 4.2.3).

Solution

1. Document policies and instructions, and transmit to all offices.

2. Adhere to role definitions and functional responsibilities.

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### 4.2.5 Issue

Incomplete short and long-range program guidance, especially in new program areas, hinders meaningful planning decisions and management direction, and allows excessive time to be spent on non-priority items or day-to-day office operations.

Analysis

Guidance documents are essential for coordinated and comprehensive land-use planning. Any lack of supplemental guidance at the State Office level, forces field managers to develop their own program guidance, which is apt to be conflicting, and unduly influenced by day-to-day pressures. These day-to-day pressures reduce the ability to develop meaningful long-range guidance.

Increased efforts by State Office Divisions and District Managers are needed to develop guidance, especially in terms of long-range goals and priorities. Within this framework, staff specialists should be developing specific program guidance to meet established goals for the three-state area and individual Districts. To do this, State Office staff specialists may have to reduce their time devoted to advice and technical review for District activities. This would mean that Districts would have to increase their capability for technical advice and review. The District Managers should be freed from day-to-day pressures and thus be allowed to spend more productive effort in program guidance.

Solution

1. The State Office should intensify the quality and amount of statewide program guidance for the Districts.

2. Districts should prepare guidance documents which correspond to established goals.

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4.2.6 Issue

Some managerial functions are not being performed, and difficulties are arising in communications, personnel, work management, and related areas. Potential managers often are not identified or trained for this role in BLM.

Analysis

Managerial and supervisory capability is one of the most significant elements leading to the success or failure of BLM's mission. Yet there is no uniform procedure for identification of, or thorough training of potential managers. The Denver Service Center supervisory training is an aid, but not as extensive as should be required.

The manager's role is markedly different from earlier technical roles, with a completely different set of functions to perform. The complexity of BLM managerial and supervisory jobs has increased because of many new programs and job specialties. The organization has many good managers and supervisors, but has no way of developing these qualities in an organized manner. Training is an integral and important need if key BLM personnel are to be effective in managerial and supervisory roles. Also, operational aspects of present managers' workloads has tended to decrease their ability as managers.

Greater attention should be given to managerial skills through selection and training of managerial personnel.

Solution

1. The Study Team felt this issue could not be resolved at the State Office level, but should be referred to a higher level. However, managerial training and definition of managerial positions should also be given more attention in the Montana organization.

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### 4.2.7 Issue

Within State and District offices, staff personnel should be given the authority and held accountable for their assigned jobs. Responsibilities are in general too diffused, or are often being bypassed with ad hoc assignments to other personnel.

### Analysis

Symptoms include too great a reliance on committees to make minor decisions, poor job descriptions, a lack of clear delegations, and decisions being made without completed staff work.

Staff supervisors and subordinates have the weakest delegations. Without adequate authority, there is a tendency to focus on mundane matters. Priority work can be delayed and this can lead to ineffective use of manpower.

In some cases, individuals are not being held accountable for their work. This is partly a result of dividing work so that many employees are responsible for parts, but none clearly accountable for the overall product.

### Solution

1. Seek greater standardization of responsibilities.
2. The State Office should make a greater effort to avoid responsibility adjustments being based on crises. Managers should handle crises, within their responsibility, with their own capabilities.
3. Montana BLM needs position descriptions and functional statements which delineate responsibilities. Better use also should be made of the performance improvement system.
4. There should be a conscious effort to restrain committee work only to efforts requiring such an approach, such as environmental analysis and planning.

5. Initial manpower recommendations should not be made by the Manpower Board, but by the Chief, Division of Management Services based on completed staff work by all affected Divisions and Districts. The Manpower Board could then review recommendations as appropriate.

6. There is a need for a comprehensive delegation of authority manual to deal with formal authorities.

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### 4.2.8 Issue

The number of crisis demands, unreasonably tight deadlines, and duplicate or questionable information requests placed on support staffs and subordinate offices, greatly hampers their ability to perform planned operations.

### Analysis

Much of this workload is unavoidable. However, the problem can be alleviated to a great extent by managing unplanned items, using standard methods for handling, pinpointing, and tracking responsibility. Without an established methodology, many items are being treated on a crash basis, which hampers a staff's normal operations. Much of this work should and can be handled in a more routine manner through normal channels.

Slow mail routing on priority items often contributes to unreasonably short deadlines in the Districts.

Top management needs a more streamlined, systematic briefing method to insure proper coordination on major items. Normal mail routing and the "hand carry" approach is not accomplishing this at present. (Also see 4.1.4.)

#### Solution

1. Provide for better role definition at the State Office level, and follow these more closely in handling priority items.

2. Provide for greater delegation of authority.

3. Develop a better review and surname process.

4. Develop a better method of tracking major staff work progress throughout the organization.

### 4.2.9 Issue

Accountability for portions of the Annual Work Plan within Districts is unclear, and may cause confusion and a lack of accomplishment.

#### Analysis

Resource Areas prepare portions of the Annual Work Plan, and District staff specialists prepare the rest. All parts are aggregated and many times lose their identity. It is therefore difficult to assign commitments and responsibilities. If revisions are made by the Program Coordinator, the Resource Areas or staff specialists may not be informed of the changes. Monitoring and analysis are performed in differing degrees and different places. Sometimes there is no direct responsibility or commitment established; or responsibility without authority is established.

Different places of program analysis, and misunderstanding of roles in the State Office, contribute to confusion in Districts.

#### Solution

1. Provide work plan analysis capability in District Offices and assure that District and State Office roles are understood.

2. Clarify role definitions, and establish a feedback system.

3. Establish responsibilities within the Districts.

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4.2.10 Issue

In some instances, Districts are not given the flexibility to make program and position management decisions in areas of local concern.

Analysis

Some of this is not within the control of the State Office, because it is determined by appropriations or national priorities. Within broad limitations, allowing for adequate program direction on a statewide level, Districts should be given considerable latitude for establishing their own program emphasis and Table of Organization. The development and maintenance of long-term program guidance for all levels of the organization will provide the framework within which District flexibility can operate efficiently.

Solution

1. Improve delegations of authority.

2. Provide program guidance and goals to allow District flexibility.

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4.2.11 Issue

There are indications of statewide inconsistencies between responsibilities and grade levels of some positions.

Analysis

This is a classification problem partly caused by inadequacy of some position descriptions.

Staff positions in State and District Offices appear to be graded higher than field line positions of greater or comparable responsibility. Unique skills are often graded higher than positions in more common skills areas. This may reflect recruitment needs, but is not consistent with responsibilities in some cases. The Study Team's determinations, however, are based on cursory position reviews and not on comprehensive desk audits.

Also, clerical grades in the State Office are higher than District grades with seemingly comparable responsibilities.

Solution

1. Hire a personnel specialist in the State Office Division of Management Services to monitor this situation and provide pre-classification advice.

2. Place greater emphasis on position management.

3. Create a more balanced organization to make responsibilities and workload more comparable.

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4.2.12 Issue

Personnel management procedures are not being employed effectively, particularly at the District level.

Analysis

This is a lack of personnel management expertise at the District level. The State Office cannot presently fill this need.

The shortcomings are evident in vacancy announcements, position design, performance improvement systems, training, promotion and internal placement plans, and general employee counseling.

Incorrect application of these systems is leading to time-consuming corrections, and considerable duplication of effort at higher levels. In some cases, it is leading to employee confusion and low morale.

Solution

1. Assign a professional personnel specialist to the Division of Management Services to guide the program and assist Districts (also see 4.2.11).

2. Place Administrative Assistant (non-training category) positions, preferably with a professional background, in each District to provide greater support in this area.

3. Free supervisors to perform personnel management functions.

4. Assure that managers are adequately trained in personnel management, stressing Phase 1 and 2 supervisory training courses.

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## 4.2.13 Issue

Present use of When-Actually-Employed (WAE) or other part-time positions causes high turnover rates when professional employees are hired pending their placement in permanent positions elsewhere in the organization.

Analysis

This stems from a lack of positions to accomplish the indicated workload; and it is being used as a means of accomplishing programmed workloads.

Most WAE positions are allocated to technical duties. Many professionals are being certified on Civil Service Technician rosters as a means of being selected and gaining experience and recommendations for professional jobs. The tendency of hiring over-qualified people is a natural effort to upgrade quality, but is now creating turnover problems. Qualification levels should be commensurate with skills required.

Solution

1. Until an adequate number of full-time positions equal to the workload is allocated, greater attention to better position descriptions and vacancy announcements for technician positions is needed.

2. Turnover will be reduced when personnel with technician backgrounds are hired for technician positions.

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4.2.14 Issue

Fire crew waiting-time could be utilized better in some instances.

Analysis

Waiting-time is a long-standing fire crew syndrome, but this could be alleviated by planning work within reasonable distances. The principal problem is that there are not enough "warehouse jobs" to keep a full crew busy for the entire season. Fire policies state that charges must be made to the benefiting activity; and since funds are not allocated for this by the Districts, the work is not done and the crews are idle. Fire standby crews are less restricted by personnel ceilings, which in turn reduces the pressure to program part of the costs in other activities. Salary costs for fire crews continues, regardless of work or waiting time; and performing useful work is preferred over wasting time.

This could be corrected by splitting crews so that the majority could be doing field work within a reasonable recall distance. Communication systems could be used to better advantage for this purpose.

Solution

1. Plan sufficient work within reasonable distances.

2. Resolve the funding issue, recognizing that past fire crew efforts have been part of the base accomplishments in some Districts.

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4.2.15 Issue

New employees are not adequately oriented to BLM.

Analysis

This was judged to be a Bureauwide problem, and not unique to Montana. The Reno orientation is well designed, but available to too few employees too late. District orientation programs are not adequate to address Bureauwide and statewide mission and organization.

The Study Team concluded that employee morale and job effectiveness increased with a broad-picture orientation at the beginning of their careers. For example, outlook differences were noted between new un-oriented employees and Lands and Minerals School graduates.

Problems are also created when new un-oriented employees join a District staff as the only District specialist in a discipline. Here both technical and general orientation tend to be inadequate.

The new staff specialist, whether an Archaeologist in the State Office or Recreation Specialist in the District, cannot function effectively without a thorough understanding of BLM programs and operations.

Solutions

1. The State Office, with Service Center assistance, should develop standard statewide and District training programs.

2. The statewide orientation should be an annual, winter program at a central location. The District orientation should be given to the new employee immediately after arriving.

3. Recommend that the Reno orientation program be redesigned to stress beginning orientation, but recognize that it will not meet all the needs of new Montana professionals. Suggest that the Reno program be offered as a "road show," similar to the present BLM supervisory training. (It is understood that this is now under consideration.)

4. Try to avoid a single new specialist in a District. When it does occur, create a formal technical supervisory relationship with the State Office staff counterpart. Where it occurs in the State Office, combine the training program with interchange with other specialists in adjacent states and the Service Center, and details to a District.

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4.2.16 Issue

BLM systems require increasing documentation which results in greater amounts of desk time in comparison to field time.

Analysis

Much of this is a result of legislation such as the National Environmental Policy Act. Other reasons are Bureau demands beyond the scope of this study. They are mentioned to caution that "improved" paperwork required by top administrative levels are often the "small streams making up the great river."

Documentation problems are created primarily by the number of review levels and the number of offices. Often, too much justification is required, because of a lack of knowledge on the reviewer's part.

Solution

1. This can be corrected to some degree by reducing the number of offices or levels of review.

2. A positive paperwork control program could eliminate significant amounts of unnecessary paperwork and information requests.

3. Each supervisor should be responsible for paperwork control.

4. Improved delegation, accountability, role definition, and functional responsibilities will eliminate duplicate justifications.

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4.2.17 Issue

Procedural requirements for equipment purchases are leading to duplication of efforts and time lags between the State Office and Districts.

Analysis

The problem occurs only in the capitalized or major non-capitalized equipment areas. After the equipment budget is approved, the Districts then prepare final requisitions containing all information necessary to complete purchase orders. This means that Districts must try to keep full catalog and supply files and, in effect, must obtain reapproval for previously approved items.

Solution

1. Since many equipment items do not need complex technical specifications, and since the Districts already have the procurement expertise, they should be allowed to do their own procurement after approval of the equipment budget in the Annual Work Plan.

2. State Office procurement staff should purchase rare items and develop complex technical specifications.

4.2.18 Issue

Many needed working reference materials are not available to District staff specialists.

Analysis

The Study Team recognized this as a valid need which was not presently being met. Frequently used reference materials, and sources for obtaining less frequently used materials, must be more accessible.

Solution

1. The research service capability being built into the Branch of Environmental Assessment should assist the District in meeting reference needs.

2. The Study Team noted that larger Districts would not eliminate reference needs in detached Resource Areas, but would consolidate more complete libraries at the field level.

3. Each District should determine reference needs.

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4.2.19 Issue

Work efficiency is severely hindered by less than adequate working space and surroundings.

Analysis

While giving the appearance of a minor issue, inadequate office space and design is perhaps one of the most costly manpower utilization problems facing BLM. The issue is of particular concern at the State Office in Montana.

The Bureau has adopted the "open space" concept as being the best overall approach to office design. This concept when properly applied has legitimate merit. However, proper application of the open space concept allows assigned space to be based on skill needs, and not on arbitrary averages. The concept should also utilize carpetry, drapery, soundproof dividers, visual barriers, and other design techniques.

In order for the open space principle to function, certain basic elements of building design also have to be in evidence. The Montana State Office building does not allow proper application of the principle. Also, carpeting and other soundproofing devices are not provided. As a result, expensive manpower is being wasted by the interruption and confusion associated with the "bull pen" atmosphere now existing. This leads to continuous interruptions and constant noise.

Solution

1. Unless adequate space and proper design features are available, "open space" office arrangements should not be used. Completely enclosed offices, which allow proper working environments for all levels of employees, should be used.
2. If necessary, adequate quality and quantity of space should be secured in BLM ownership, to assure efficient use of all employees.
3. Make budget adjustments to secure proper space.

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4.2.20 Issue

Smaller Districts lack the flexibility of larger Districts to adjust personnel to meet management and staffing problems as they arise.

Analysis

Larger work forces permit more flexibility in job assignment and grouping of work, such as in operations and planning, to provide better on-the-ground management. Larger Districts may also provide a broader base to establish reasonable career ladders, and the opportunity to cross-train and establish back-up capability to key positions.

Overhead costs are proportionally greater for smaller offices. Overhead in this instance means the Supervisory Group (District Manager, Division Chiefs, and Area Managers), and the clerical staff. This minimum number tends to remain constant regardless of how small the District is. District overhead percentages are: Miles City - 29%, Malta - 33%, Billings - 42%, Dillon - 33%, Lewistown - 38%, and Missoula - 33%.

Scarce skills can be placed in large Districts which should have ample workload. Scarce skills will increase field expertise and improve prospects for better public contact. The large work force permits clearer definition of technician and professional work, permitting each to perform jobs in line with their salaries.

If the number of District Offices were reduced, the requirement for overhead positions would be reduced. These "saved" positions can then be allocated to the new but fewer District Offices, to strengthen the prospects for attaining more on-the-ground management, yet remain within manpower allocations. (Also see 4.1.7 and 4.1.13.)

Solution

1. Combine Districts to gain efficiencies and skills afforded by larger work forces.

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4.2.21 Issue

Inadequate attention is being given to the public information functions at the District level. This hinders Bureau programs, and is a disservice to the public because the public is not aware of Bureau mission, accomplishments, or issues.

Analysis

The State Office Public Affairs Staff is small, but should be devoting a greater portion of its effort to District assistance.

Districts have also suffered from designation of employees to handle this function without training or aptitude. It has been an adjunct to a specialist's other duties and has not been given priority.

Public information is going to expand, and justifiably so. Growing public involvement with BLM decisions, especially in the planning and environmental areas, demands that the public be provided with accurate information in a professional manner.

Solution

1. A full-time, professional public information specialist should be hired for each District.
2. Adequate staffing should be provided at the State Office level.
3. Public affairs roles of the Division of Planning, Public Affairs Staff, and Districts, should be more clearly defined.

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4.2.22 Issue

The traditional issue regarding centralization versus decentralization of the Cadastral Survey function still exists.

Analysis

The general preference of District personnel favored decentralization. On the other hand, Cadastral Survey people, both office and field, were firmly committed to a continuing centralized State Office operation.

The primary arguments in favor of decentralization were:

(1) Immediate capability for the small but important jobs.

(2) Better use during the spring dead-time period.

(3) Continual work on the backlog of total workload.

Comments against decentralization included:

(1) Loss of professionalism by being isolated from peers.

(2) No travel savings because crews would be in travel status regardless.

(3) Fears that they would be improperly used for non-priority items instead of Cadastral functions.

(4) Loss of work assignment flexibility on a statewide basis.

Solution

1. The Study Team recognized the desirability of placing Cadastral Survey skills in each of the proposed Districts, but did not assess the problem in enough detail to make a recommendation at this time.

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4.2.23 Issue

Functional responsibilities, lead designations, and role definitions in the State Office and occasionally in the Districts, were in some cases confusing or lacking. The result has been less than adequate direction, role overlap, and lack of accomplishment. This was most evident in budgeting, planning and environmental coordination, lands and minerals, surface protection, and environmental education.

Analysis

In budgeting, this was caused by an inadequate definition of staff roles, particularly in Resources; and an unclear break in the job of the

Program Planner on the Planning Coordination Staff and the Program Analyst in the Division of Management Services. Role definitions are hampered in the latter case by the lack of a systematic relationship between the long-range programming process and the current budget process.

Lack of guidance in the environmental analysis process meant that Districts were using numerous methods. This was causing inadequate and low priority environmental analysis. The absence of an individual in the State Office with the time and responsibility for providing this guidance was a major cause. Districts did not know who to contact for advice, and were receiving differing advice from different Divisions and different individuals.

The Districts were also confused on where to seek planning system guidance in the State Office. Roles of the Division of Resources, the Planning Coordination Staff, and the State Director, were unclear to the field offices. In questioning the need for two Regional Planners in the State Office, the Study Team identified two very different workloads. One was in the technical assistance area of regional/inter-governmental planning. The other was in internal BLM planning system guidance and coordination.

The duplication of specialists and the overlapping of roles in lands and minerals programs was rendering clear direction almost impossible. The difficulty lies in role definitions, and organization. Adjudicative, technical assistance, and program guidance roles are not clearly differentiated.

Safety was a major functional area where program emphasis and organizational placement varied greatly among offices. In the State Office, the function is assigned to the Division of Management

Services. In the Districts, the function is assigned to the Division of Administration or the Division of Operations. This lack of specific organizational placement of the safety program at the field level, has led to problems in developing a standarized and viable safety program, and problems in maintaining day-to-day contacts and uniformity in direction from the responsible State Office staff.

Surface protection was not clearly defined as a function. The Study Team concluded that surface protection has two major aspects:

(1) Policy and procedural guidance, and

(2) Environmental protection.

Policy and procedural guidance is an interdisciplinary process (like environmental analysis) and should come from the Division of Resources after team coordination of various resource specialties. Therefore, a Program Coordinator is not needed for this. On the other hand, environmental protection is an operational compliance function of major and growing importance needing major direction and coordination from the State Office. It is much broader than "surface" protection, and is really the second half of the adjudicatory process when it involves a non-Bureau initiative action and third party. It is an important and proper role for the Division of Technical Services. It requires close coordination with the Branch of Engineering (recommended changed to Branch of Field Operations), the Branch of Lands and Minerals Operations, and the Division of Resources.

Environmental Education was a major program area, considerably misunderstood, without staffing or direction from the State Office. The Study Team concluded that staffing and direction were needed.

Some of the role definition problems appeared to stem from within the Division of Resources. Causes were determined to be poor grouping of some functions, and poor spans of control. For example, soils is in the Branch of Lands and Minerals, but more closely related to biological resource activities. Landscape architecture is closely associated with lands, especially in the rights-of-way area, but more closely associated with human and cultural resources. Hydrology is more closely associated with the Minerals activity. Spans of control in the Branch of Biological Resources was too great. This was based on the program guidance nature of the staff functions, rather than on actual numbers. (This is different from the managerial problems associated with the District Division of Resources or the Branch of Environmental Assessment, which should not be subdivided).

The Study Team approached all above parts of the issue as being in the managerial area, but concluded that solutions are both managerial and organizational, and that the issue was broader in scope than originally conceived. (Also See 4.1.4, 4.1.7, 4.1.15, 4.2.1, 4.2.2, 4.2.3, 4.2.9, and 4.2.22).

Solution

1. Consider informal, interdisciplinary, interdivisional groups at the staff level to deal with the budgetary process, with the Program Analyst in the Division of Management Services as a group leader. This is not a recommendation to form a "team."

2. More clearly define the role of the Program Planner in the Planning Coordination Staff. Redesignate one of the Regional Planner positions as Planning Coordinator and clearly delineate the difference between these two jobs.

3. Establish an Environmental Specialist position in the Planning Coordination Staff, Branch of Environmental Assessment, to provide internal

guidance and assistance for the environmental analysis process.

4. Transfer the Lands and Minerals Specialist and the senior Geologist positions in the Division of Technical Services to the Division of Resources. Redesignate these positions as Lands Specialist and Minerals Specialist, respectively. Define their primary roles as technical assistance; and define those of their counterparts already in the Division of Resources as program direction. Abolish the second Geologist position in the Division of Technical Services.

5. The organizational placement of the safety function should be standardized at the field and State Office levels. The location of this function should be placed where a majority of the hazardous field operations or programs are conducted and where safety is a critical long-range and day-to-day element of consideration. The function should be placed where it is most closely associated or affected by the requirements of the Occupational Safety and Health Act or other applicable federal and state safety legislation.

6. Abolish one of the two Surface Protection positions in the State Office. Locate the remaining position in the Division of Technical Services as a staff position reporting directly to the Division Chief. Redesignate the position as Environmental Protection Specialist and revise duties accordingly.

7. Establish an Environmental Education Specialist position in the State Office on the Public Affairs Staff, and give this area greater attention.

8. Establish a three-branch structure in the Division of Resources: (1) Branch of Renewable Resources, (2) Branch of Non-Renewable Resources, and (3) Branch of Human and Cultural Resources.

9. Carefully revise all State Office position descriptions. Develop detailed functional statements to reflect lead responsibilities and other roles in the State Office.

# Recommendations

# 5. RECOMMENDATIONS

## 5.1 OFFICE LOCATIONS AND BOUNDARY ADJUSTMENTS

It is recommended that the field organization in Montana and the Dakotas be restructured to consist of three Districts, one Wildlife Range, and a North Dakota Project, which are outlined below:

(1) A Western District Titled the Helena District

- (a) District Office - Helena, Montana
- (b) Attached Resource Area (Upper Missouri) - Helena, Montana
- (c) Detached Resource Area Headquarters (Pioneer) - Dillon, Montana
- (d) Detached Resource Area Headquarters (Garnet) - Missoula, Montana

(2) A Northern and North-Central District Titled the Malta District

- (a) District Office - Malta, Montana
- (b) Attached Resource Area (Phillips) - Malta, Montana
- (c) Attached Resource Area (East Hiline) - Malta, Montana
- (d) Detached Resource Area Headquarters (Snowy Mountain) - Lewistown, Montana
- (e) Detached Resource Area Headquarters (West Hiline) - Havre, Montana

(3) An Eastern and South-Central Montana and South Dakota District Titled Miles City District

- (a) District Office - Miles City, Montana
- (b) Attached Resource Area (Powder River) - Miles City, Montana
- (c) Attached Resource Area (Big Dry Prairie) - Miles City, Montana
- (d) Detached Resource Area (Midland Empire) - Billings, Montana
- (e) Detached Resource Area Headquarters (South Dakota) - Belle Fourche, South Dakota

(4) The Charles M. Russell National Wildlife Range

(a) Headquarters Office - Lewistown, Montana

(b) Detached Field Stations (3) - Slippery Ann, Montana; Fort Peck, Montana; and Jordan, Montana

(5) The North Dakota Project

(a) Headquarters Office - Bismarck, North Dakota

(b) Detached Resource Areas - None

This recommended placement of offices and boundaries combined with the recommended changes in internal organization at the State Office and field level, is more responsive to the management guidelines and to the issues surfaced by the study, than any other alternative considered by the Study Team.

The surface and subsurface acreages to be administered by the three proposed BLM Districts, the North Dakota Project, and the Charles M. Russell National Wildlife Range, are noted in the following table. Three maps showing the proposed office locations and boundaries and how these boundaries compare to the State of Montana planning regions immediately follow the table.

ACREAGE STATISTICS

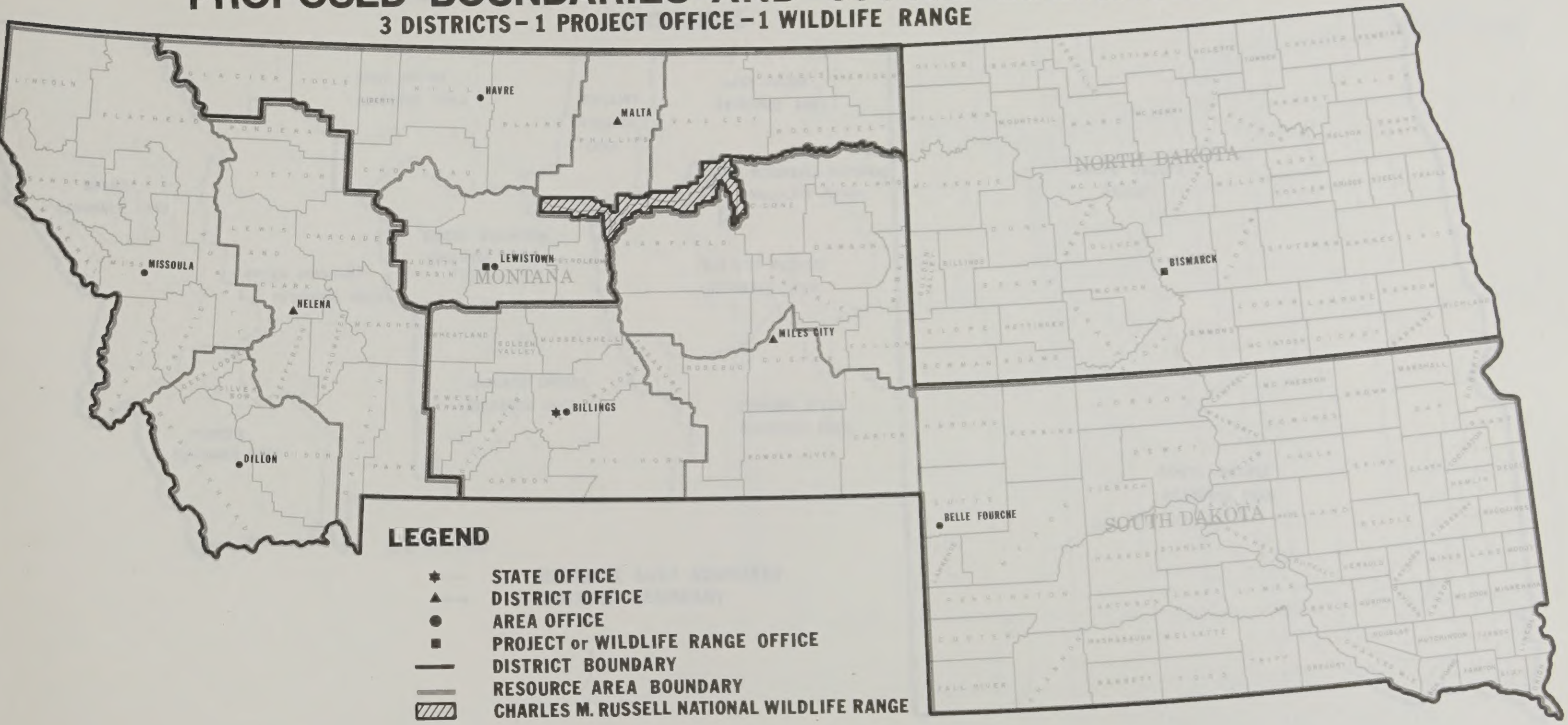
Proposed Montana BLM Organization

| DISTRICT | SURFACE OWNERSHIP | | SUBSURFACE OWNERSHIP | | TOTAL ALL OWNERSHIPS |
|---|---|---|---|---|---|
| | BLM | OTHER | BLM | OTHER | |
| Malta | 3,430,000 | 22,184,866 | 7,286,840 | 18,328,026 | 25,614,866 |
| Miles City | | | | | |
| Montana | 3,245,000 | 28,346,138 | 11,801,000 | 19,790,138 | 31,591,138 |
| S.Dakota | 276,000 | 48,335,200 | 800,000 | 47,811,200 | 48,611,200 |
| Helena | 1,334,000 | 33,456,400 | 2,285,346 | 32,505,054 | 34,790,400 |
| N.Dakota Project | 68,000 | 44,266,720 | 4,968,000 | 39,366,720 | 44,334,720 |
| CMR 1/ | 923,733 | 84,023 | 923,733* | 84,023* | 1,007,756 |

1/ Charles M. Russell National Wildlife Range
* Estimate

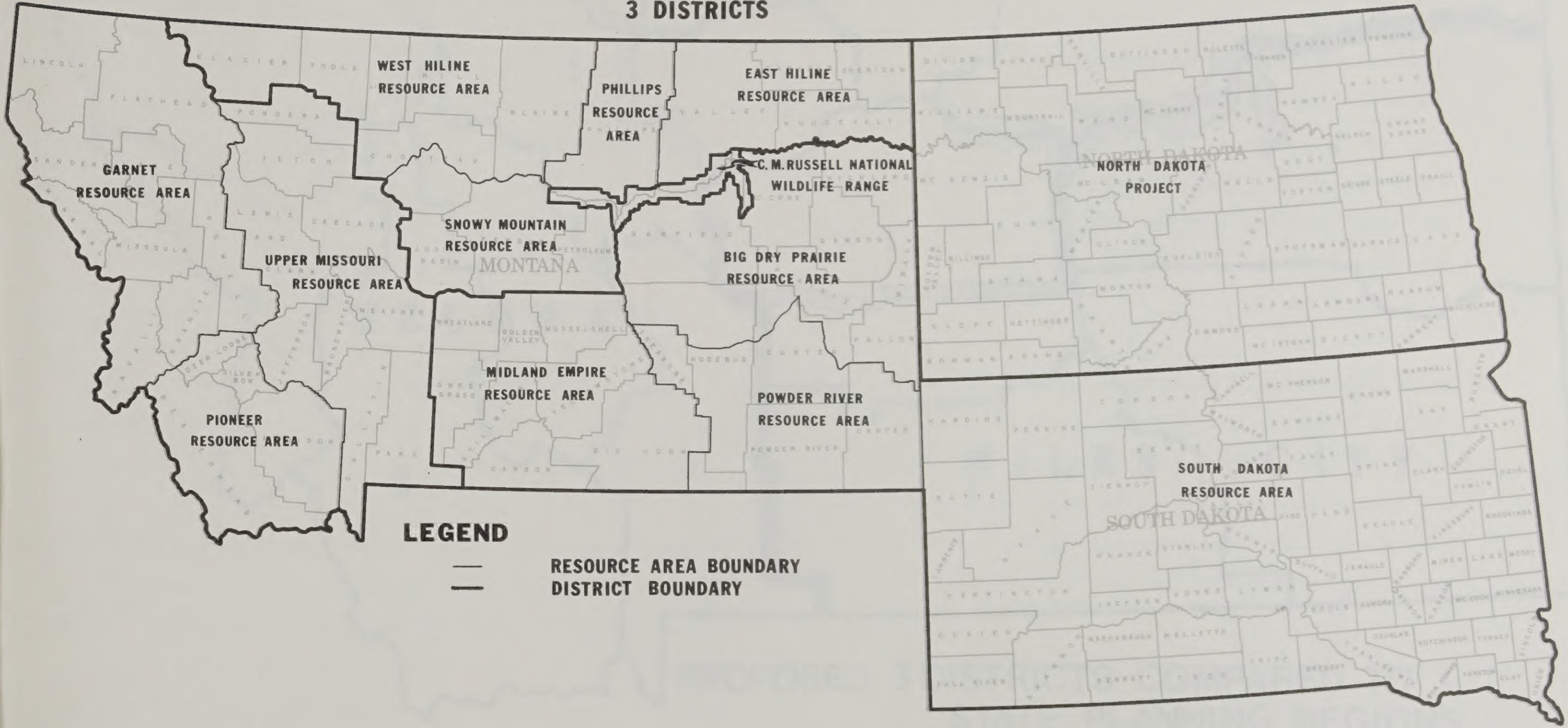
# PROPOSED BOUNDARIES AND OFFICE LOCATIONS

## 3 DISTRICTS – 1 PROJECT OFFICE – 1 WILDLIFE RANGE

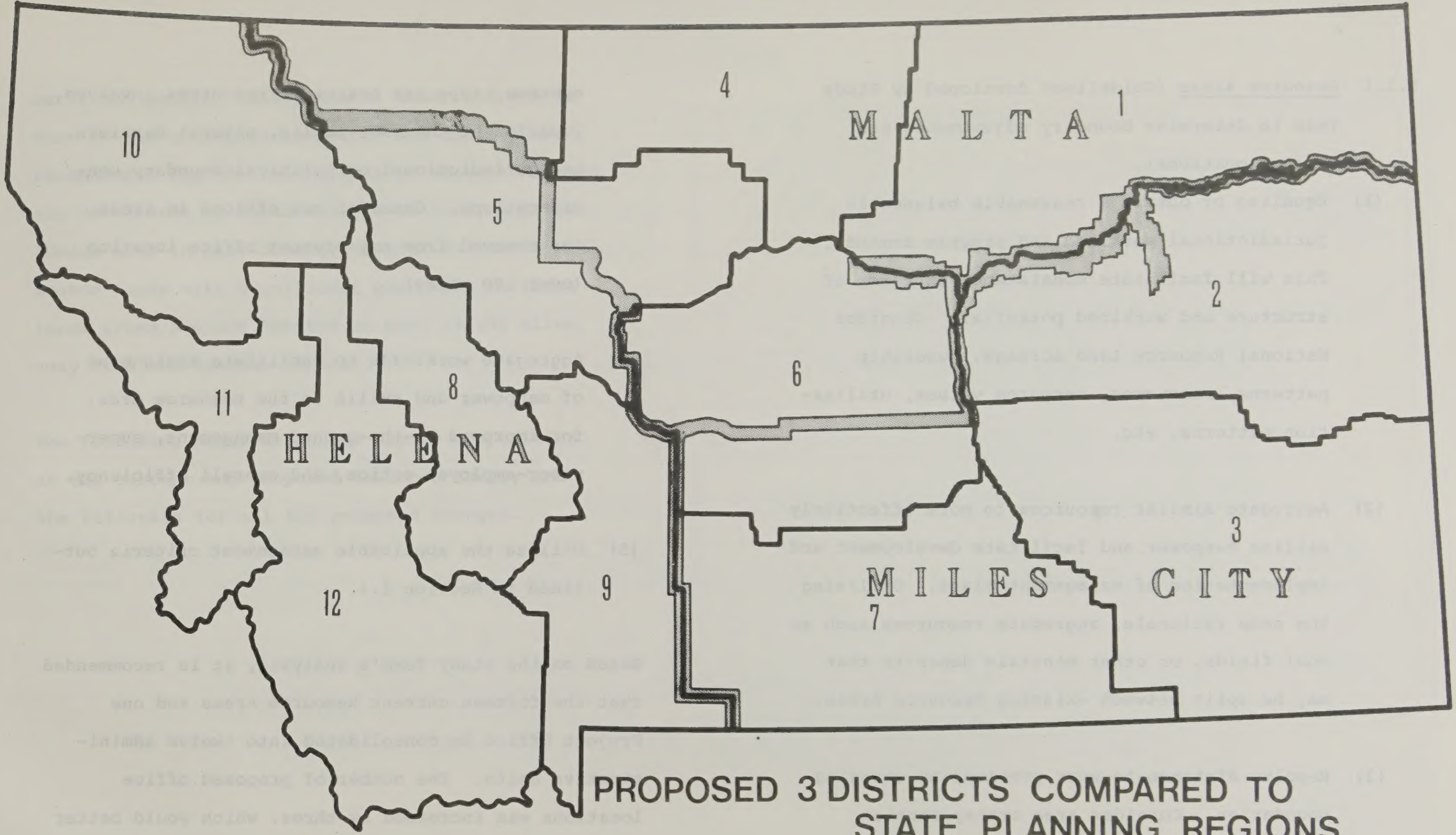

HAVRE
MALTA
MISSOULA
LEWISTOWN
MONTANA
HELENA
MILES CITY
BILLINGS
DILLON
NORTH DAKOTA
BISMARCK
SOUTH DAKOTA
BELLE FOURCHE
LEGEND
✱ STATE OFFICE
▲ DISTRICT OFFICE
● AREA OFFICE
■ PROJECT or WILDLIFE RANGE OFFICE
DISTRICT BOUNDARY
RESOURCE AREA BOUNDARY
▨ CHARLES M. RUSSELL NATIONAL WILDLIFE RANGE

# PROPOSED RESOURCE AREAS

## 3 DISTRICTS



WEST HILINE RESOURCE AREA
PHILLIPS RESOURCE AREA
EAST HILINE RESOURCE AREA
GARNET RESOURCE AREA
C. M. RUSSELL NATIONAL WILDLIFE RANGE
NORTH DAKOTA
NORTH DAKOTA PROJECT
SNOWY MOUNTAIN RESOURCE AREA
MONTANA
UPPER MISSOURI RESOURCE AREA
BIG DRY PRAIRIE RESOURCE AREA
MIDLAND EMPIRE RESOURCE AREA
POWDER RIVER RESOURCE AREA
PIONEER RESOURCE AREA
SOUTH DAKOTA RESOURCE AREA
SOUTH DAKOTA
LEGEND
RESOURCE AREA BOUNDARY
DISTRICT BOUNDARY


10
4
MALTA
1
5
2
6
8
11
HELENA
3
MILES CITY
9
12
7

PROPOSED 3 DISTRICTS COMPARED TO STATE PLANNING REGIONS

State Planning Boundaries
Proposed 3 District Boundaries

5.1.1 Resource Areas (Guidelines developed by Study Team to determine boundary adjustments and office locations).

(1) Equalize or obtain a reasonable balance in jurisdictional workload and program demands. This will facilitate consistency in terms of structure and workload potential. Consider National Resource Land acreage, ownership patterns, resources, resource values, utilization patterns, etc.

(2) Aggregate similar resources to more effectively utilize manpower, and facilitate development and implementation of management plans. Utilizing the same rationale, aggregate resources such as coal fields, or other minerals deposits that may be split between existing Resource Areas.

(3) Resolve distance-to-work problems by changing boundaries. Consider area transportation systems, type and extent of resources involved, location of the user public, natural barriers, and jurisdictional or political boundary considerations. Consider new offices in areas far removed from any present office location (over 100 miles).

(4) Aggregate workloads to facilitate assignment of manpower and skills to the Resource Area, for improved on-the-ground management, supervisor-employee ratios, and overall efficiency.

(5) Utilize the applicable management criteria outlined in Section 1.1.

Based on the Study Team's analysis, it is recommended that the fifteen current Resource Areas and one Project Office be consolidated into twelve administrative units. The number of proposed office locations was increased by three, which would better serve the public, reduce travel time, and enable more on-the-ground management. New offices are recommended for the Helena area in western Montana, the Havre area in north-central Montana, and the Jordan area in east-central Montana (National Resource Lands with significant workloads in these three areas are now located as much as 220 miles away from the nearest office).

The following pages designate county composition of the current and proposed Resource Areas, and the rationale for all the proposed changes.

## RESOURCE AREAS

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 1. Garnet RA*<br>Missoula, Montana<br>(Missoula District) | Granite, Powell, Missoula, Lincoln, Flathead, Lake, Sanders, Mineral, Ravalli | Garnet RA<br>(Helena District)<br>Same boundary and office location | |

DISCUSSION: The area currently possesses a reasonable balance in jurisdictional workload and program demands. Further inclusion of National Resource Lands is difficult due to the problems of distance to other lands and significant geographical and administrative barriers such as mountain chains and large interspersed blocks of Forest Service and Indian-administered lands.

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 2. Helena RA<br>Missoula, Montana<br>(Missoula District) | Lewis and Clark | Upper Missouri<br>Helena, Montana<br>(Helena District) | Lewis and Clark, Pondera, Teton, Cascade, Meagher, Gallatin, Park, Broadwater, Jefferson |

DISCUSSION: National Resource Lands in the Helena area are over 120 miles from the nearest BLM office in Missoula or Dillon. Due to the high resource values, people's use and need for more intensive on-the-ground management and supervision, it was determined an office should be opened in Helena and designated as the Upper Missouri Resource Area. With an office location and field personnel available in a previously relatively remote BLM management area, additional boundary modifications were needed to more efficiently administer other National Resource Lands in the region. These changes are noted as follows:

*Denotes Resource Area

2. (Contd.)

A. Teton, Pondera, and Cascade Counties were deleted from the Glacier-Blaine Resource Area of Malta and added to the Upper Missouri RA for the following reasons:

(1) Average travel distance was cut from 220 miles at Malta, and 150 from Havre, to 70 miles from Helena.
(2) Aggregated land uses and resources (Recreation and Wildlife) along the Teton front into one office.
(3) The Area Resource users and transportation network favors the Helena location.

B. Jefferson, Broadwater, and Gallatin Counties were deleted from the Lewis and Clark area (Dillon District) and incorporated into the Upper Missouri RA office for the following reasons:

(1) Average travel distance was cut from 60 miles at Dillon, to 30 miles from Helena.
(2) Area clientele use Helena as a trade center.
(3) Similar land use and land pattern problems exist.

C. Cascade County was deleted from the Judith River Resource Area (Lewistown District) for the following reasons:

(1) Average travel distance was reduced from 90 miles to Lewistown, to 45 miles to Helena.
(2) Cascade County was originally split between two Districts.

D. Meagher County was removed from the Musselshell Resource Area (Lewistown District) for the following reason:

(1) Average travel distance was reduced from 90 miles to Lewistown, to 50 miles to Helena.

E. Park County was deleted from the Yellowstone Resource Area (Billings District) for the following reasons:

(1) All geothermal resources are placed in the proposed Helena and Dillon offices.
(2) Similar land use and recreation oriented activities are combined.

# RESOURCE AREAS

| CURRENT Name and Office Location | County Composition | PROPOSED Name and Office Location | County Composition |
|---|---|---|---|
| 3. Sacajawea RA<br>Dillon, Montana<br>(Dillon District) | Beaverhead, Madison | Pioneer RA<br>Dillon, Montana<br>(Helena District) | Beaverhead, Madison, Silverbow, Deerlodge |
| Lewis and Clark RA<br>Dillon, Montana<br>(Dillon District) | Silverbow, Madison, Broadwater, Jefferson, Gallatin, Deerlodge | | |

DISCUSSION: Sacajawea and Lewis and Clark Resource Areas (Dillon District) were combined into one Resource Area, minus Jefferson, Broadwater, and Gallatin Counties which were incorporated into the Upper Missouri Resource Area discussed under item 2.

The loss of the three more distant counties to the Upper Missouri Area enabled the consolidation of the two Resource Areas into one highly efficient unit possessing similar land patterns, a full multiple-use mix, balanced workloads, and manageable travel distances. This arrangement will lead to efficiency; especially as it concerns supervisor/worker ratios and on-the-ground management.

| CURRENT Name and Office Location | County Composition | PROPOSED Name and Office Location | County Composition |
|---|---|---|---|
| 4. Yellowstone RA<br>Billings, Montana<br>(Billings District) | Treasure, Bighorn, Carbon Yellowstone, Stillwater, Sweetgrass, Park | Midland Empire RA<br>Billings, Montana<br>(Miles City District) | Musselshell, Golden Valley, Wheatland, Sweetgrass, Stillwater, Carbon, Yellowstone, Bighorn |
| Apsuroka RA<br>Billings, Montana<br>(Billings District) | Carbon | | |

4.(Contd.)

DISCUSSION:

A. The Apsuroka and Yellowstone Resource Areas (Billings District) were combined to form the Midland Empire Resource Area for the following reasons:

(1) Workloads were aggregated to facilitate assignment of manpower to the area and increase supervisory efficiency.
(2) The split between the Apsuroka and Yellowstone Resource Areas led to dual responsibility in a relatively compact management area within Carbon County, which could be handled by one administrative unit saving travel and manpower expenditures.

B. Wheatland, Golden Valley, and Musselshell Counties were removed from the Musselshell Resource Area (Lewistown District) and combined with the new Midland Empire Resource Area. This was done primarily to:

(1) Aggregate the Bull Mountains and Bull Mountains Coal Field into one administrative unit to facilitate planning, efficient management, and proper implementation and supervision.

(2) The proposal also aggregates areas with similar land patterns (scattered tracts) and resource management potentials and problems, and consolidates a large enough workload to enable efficient management.

C. Treasure County (Yellowstone Resource Area, Billings District) was transferred to the Powder River Resource Area of the Miles City District. This was done to consolidate a coal field which was split between two administrative areas. This move will facilitate management of the resource from initial planning to plan implementation and follow-up stages.

D. Park County (Yellowstone RA) was assigned to the Upper Missouri RA and discussed under item 1.

# RESOURCE AREAS

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 5. Musselshell RA<br>Lewistown, Montana<br>(Lewistown District) | Musselshell, Golden Valley Wheatland, Meagher, Petroleum, Garfield | Snowy Mountain RA<br>Lewistown, Montana<br>(Malta District) | Petroleum, Fergus, Chouteau, Judith Basin |
| Judith River RA<br>Lewistown, Montana<br>(Lewistown District) | Fergus, Judith Basin, Cascade, Chouteau | | |

DISCUSSION: The Judith River and Musselshell River Resource Areas (Lewistown District) were combined into the Snowy Mountain RA, minus Musselshell, Golden Valley, and Wheatland Counties which were transferred to the Midland Empire RA (discussed under item 4), minus Cascade County which was included in the Upper Missouri RA (discussed under item 2), and minus Garfield County which was transferred to the Big Dry Prairie RA in the Miles City District (discussed under item 10). The reasons for consolidating the Judith River and the Musselshell River RA's are noted as follows:

(1) Equalization and balance of workload.
(2) Aggregation of workload to facilitate assignment of necessary skills and to improve supervisory ratios or efficiency.

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 6. Glacier-Blaine RA<br>Malta, Montana<br>(Malta District) | Pondera, Teton, Cascade, Chouteau, Toole, Liberty, Hill, Blaine, Glacier | West Hiline RA<br>Havre, Montana<br>(Malta District) | Glacier, Blaine, Toole, Liberty, Hill, Chouteau |

6. (Contd.)

DISCUSSION: Teton, Pondera, and Cascade Counties were deleted from this Resource Area and added to the newly created Upper Missouri RA. The rationale was discussed under item 1. The office location was transferred from Malta to Havre for the following reasons:

(1) The town is the trade area for the user public and is centrally located within the proposed boundaries.
(2) Travel distances are reduced.
(3) Havre houses many other federal and state agencies that cooperatively work with the BLM.

The name of the Resource Area was changed to eliminate future confusion due to boundary modifications.

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 7. Phillips RA<br>Malta, Montana<br>(Malta District) | Phillips | Phillips RA<br>(Malta District)<br>Same boundary and office location. | |

DISCUSSION: The area currently possesses a reasonable balance in jurisdictional workload and program demands, and no adjustments were deemed necessary.

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 8. Valley RA<br>Malta, Montana<br>(Malta District) | Valley | East Hiline RA<br>Malta, Montana<br>(Malta District) | Valley, Daniels, Sheridan, Roosevelt |

DISCUSSION: Daniels, Sheridan, and Roosevelt Counties were removed from the Prairie Resource Area (Miles City District) and added to the new East Hiline Resource Area for the following reasons:

(1) Travel is much closer from Malta, than Miles City, over a better road system.
(2) The land uses and resources are very similar to the Valley workload.

The name of the Resource Area was changed from Valley to East Hiline to eliminate future confusion due to boundary modifications.

| CURRENT<br>Name and Office Location | County Composition | PROPOSED<br>Name and Office Location | County Composition |
|---|---|---|---|
| 9. Powder River RA<br>Miles City, Montana<br>(Miles City District) | Carter, Custer, Rosebud, Bighorn, Powder River | Powder River RA<br>Miles City, Montana<br>(Miles City District) | Treasure, Bighorn, Powder River, Carter, Rosebud, Custer |

DISCUSSION: Treasure County was transferred from the Yellowstone Resource Area (Billings District) and assigned to this Resource Area to consolidate a coal field which was split between the two areas.

## RESOURCE AREAS

| CURRENT Name and Office Locations | County Composition | PROPOSED Name and Office Location | County Composition |
|---|---|---|---|
| 10. Prairie RA<br>Miles City, Montana<br>(Miles City District) | Prairie, Custer, Fallon, Wibaux, Richland, Dawson, Roosevelt, Daniels, Sheridan | Big Dry Prairie RA<br>Miles City, Montana<br>(Miles City District) | Garfield, McCone, Dawson, Richland, Wibaux, Prairie, Fallon, Custer, Rosebud |
| Big Dry RA<br>Miles City, Montana<br>(Miles City District) | McCone, Garfield, Rosebud, Custer | | |

DISCUSSION: The Big Dry and Prairie Resource Areas were combined into one unit, minus Daniels, Sheridan, and Roosevelt Counties which were incorporated into the East Hiline RA of the Malta District and discussed under item 8. That part of Garfield County previously administered within the Musselshell RA, Lewistown District, has been transferred in its entirety to the new combined Resource Area. This will permit incorporating the entire County in one administrative area.

The reasons for combining the Big Dry and Prairie Resource Areas are as follows:

(1) Aggregates workload to facilitate placement and assignment of manpower.
(2) Improves or enhances the worker-supervisor ratio.
(3) Equalizes workloads between areas in the Miles City District.

| CURRENT Name and Office Locations | County Composition | PROPOSED Name and Office Location | County Composition |
|---|---|---|---|
| 11. North Dakota Project<br>Dickinson, North Dakota<br>(Miles City District) | All Counties<br>(Major Emphasis on 28 western counties) | North Dakota Project<br>Bismarck, North Dakota | Same Boundaries |

11. (Contd.)

DISCUSSION: Geographical boundaries remain the same, but the office location is recommended to be changed to Bismarck for the following reasons:

(1) The major portion of the state and federal agencies which BLM deals with are located in this capitol city, which is located 90 miles from Dickinson. Coordination and day-to-day contacts are important where BLM administers only 69,000 surface acres, but 4.6 million subsurface acres.
(2) Commercial air service is available in Bismarck and not in Dickinson. Contact or visits by State Office personnel are hampered by poor transportation connections.
(3) The main offices for most industry and other resource users are located in Bismarck.

| CURRENT Name and Office Locations | County Composition | PROPOSED Name and Office Locations | County Composition |
|---|---|---|---|
| 12. South Dakota RA<br>Belle Fourche, South Dakota<br>(Miles City District) | All Counties<br>(Major emphasis in seven northwestern counties) | South Dakota RA<br>Belle Fourche, South Dakota<br>(Miles City District)<br>Same boundary and office location. | |

DISCUSSION: The area currently possesses a reasonable balance in jurisdictional workload and program demands, and no changes were deemed necessary.

The names of some Resource Areas, that were significantly realigned, were changed to avoid future confusion. The names selected are not necessarily final, but were thought to adequately describe the new Resource Areas.

### 5.1.2 District Boundaries and Office Locations

(Guidelines)

(1) Obtain a reasonable balance in jurisdictional workloads and program demands. This will facilitate consistency in structure and workload potential. Consider National Resource Land acreage, ownership patterns, resources, resource values, and utilization patterns, etc.

(2) Aggregate similar resources (coal fields, geothermal fields, etc.) to more effectively utilize manpower and facilitate development and implementation of management plans.

(3) Aggregate workloads to facilitate assignment of manpower and skills to the District to enhance on-the-ground management, and to improve supervisor-employee ratios and overall efficiency.

(4) Utilize all applicable management criteria outlined in Section 1.1.

The six current District Offices and the Charles M. Russell National Wildlife Range were reaggregated into the five administrative units which would report to the State Director of Montana.

### 5.1.3 Helena District Office

Boundary Considerations:

The Helena District would be comprised of the Garnet, Upper Missouri, and Pioneer Resource Areas, which would be a consolidation of the current Dillon and Missoula Districts. The new District would administer 1,334,000 surface acres and 2,285,346 subsurface acres. This would consolidate all the geothermal activity within the three-state area into one office. It would also group most of the commercial forestry programs and hardrock mineral activities inherent to western Montana. The land form and vegetation types within the District are predominantly those associated with the Rocky Mountain Chain so that the watershed, range, wildlife habitat, and recreation programs are similar for all Resource Areas within the District. This consolidation would make workload and manpower distribution for all of the Districts significantly more equalized than with the current six Districts.

Office Location:

District Office

The recommended District Office location would be in Helena, Montana, which was selected for the following reasons:

(1) The city is centrally located in fairly equal reach of detached Resource Areas located at Dillon and Missoula.

(2) An excellent transportation system exists to other parts of the District and State.

(3) Excellent access to other state and federal governmental units and activities exists in this capitol city.

The main disadvantage to the recommended location is that there are no established BLM facilities, except for a small fire center at Fort Harrison.

Resource Area Office

Pioneer Resource Area

The Pioneer Resource Area Office is recommended at Dillon Montana, for the following reasons:

(1) The town is in the approximate center of the Resource Area.

(2) Excellent BLM facilities are available.

(3) The general area is located 120 miles from the District Office at Helena, and because of this distance local staffing for on-the-ground management and supervision is needed.

(4) Convenience and service to the user public would be maintained by operating an office in the current BLM facility.

Dillon was considered as an alternative site for the District Office location. It was discounted, however, due to its extreme decentralized location and lack of commercial air travel. As a consequence, the present large office space would be underutilized with the proposed smaller Resource Area staffing for some period of time.

Garnet Resource Area

The Garnet Resource Area would be established at Missoula for the following reasons:

(1) There are established BLM facilities in the City.

(2) Primary National Resource Land users are centered around Missoula.

(3) Numerous state and federal agencies and the University of Montana are located here.

(4) The general area is located 110 miles from the District Office, and because of the distance local staffing for on-the-ground management and supervision are needed.

(5) Convenience and service to the user public would be maintained.

Missoula was considered as an alternative site for the District Office location. It, like Dillon, was discounted due to its extreme decentralized location. The transportation system, however, was excellent; but the office facilities were inadequate for the new District Office organization.

Upper Missouri Resource Area

The Resource Area headquarters would be established at Helena, within the District Office complex, for the following reasons:

(1) It is near the center of the Resource Area.

(2) This smaller staffed Resource Area would need fast and direct support from the District Office staff specialists.

(3) The majority of the National Resource Lands are within the trade area of Helena.

(4) The City possesses excellent transportation facilities.

### 5.1.4 Malta District Office

Boundary Considerations:

The Malta District would be comprised of the East Hiline, West Hiline, Phillips, and Snowy Mountain Resource Areas. The new proposal is basically a consolidation of the current Malta and Lewistown Districts. The new organization would administer 3,430,000 surface acres and 7,286,840 subsurface acres in the northern and central portions of Montana. Major management emphasis in the new District would center around range, watershed, wildlife habitat resources, and outdoor recreation programs (especially along the Missouri River Breaks country) and a significant minerals program centered around oil and gas production and possible bentonite and coal development.

Office Location:

District Office

The recommended District Office location would be in Malta, Montana, which was selected for the following reasons:

(1) Excellent established BLM facilities are there.

(2) It is centrally located to a majority of the Resource Areas.

(3) It is centrally located to a majority of the overall District workload.

(4) Good ground transportation exists to all areas, but commercial air travel is lacking.

## Resource Area Office

### Phillips and the East Hiline Resource Areas

It is recommended that these two Resource Area offices remain in Malta. Malta is centrally located to the Phillips Resource Area and is the County Seat for Phillips County. A majority of the National Resource Lands in the East Hiline Resource Area are also within a reasonable working distance of Malta. Most of the lands within the East Hiline Resource Area are located within Valley County and are situated from 30 to 90 miles from Malta. Some advantage to the user public would occur if the office location were moved to Glasgow, the Valley County Seat. However, disadvantages would be in increased costs of a new office and the under-utilization of the Malta District Office.

### West Hiline Resource Area

It is recommended that the Resource Area headquarters be located at Havre, Montana. The location was selected for the following reasons:

(1) Most National Resource Lands are located as much as 150 miles from the current Malta Office location.

(2) Havre is centrally located to the Resource Area.

(3) Havre is the trade area to the user public, and would provide better access for BLM clientele.

(4) The new office location provides good access to the other state and federal agencies located in Havre.

(5) The BLM currently has a part-time office in this location. This proposal would provide a full-time office.

### Snowy Mountain Resource Area

The recommended office location for the Snowy Mountain Resource Area would be in Lewistown, Montana. Reasons for this choice are:

(1) Lewistown is the trade area for the user public.

(2) The general area is 130 miles from the District Office at Malta, and because of the distance local staffing for on-the-ground management and supervision are needed.

(3) Convenience and service to the public would be maintained by operating an office in this current BLM facility.

(4) It provides excellent access to other state and federal agencies in the Lewistown area.

Lewistown was seriously considered as an alternate site for the District Office, but was not recommended as the final location in part due to its distance from major workload areas in the newly proposed District.

### 5.1.5 Miles City District Office

Boundary Considerations:

The Miles City District would be composed of four Resource Areas: (1) Powder River, (2) Big Dry Prairie, (3) Midland Empire, and (4) South Dakota. The new proposal is a consolidation of the current Miles City and Billings Districts, minus the North Dakota Project. The rationale for separating North Dakota from Miles City is discussed under Section 5.1.7. The new District would administer 3,245,000 surface acres and 11,801,000 subsurface acres in Montana, and 276,000 surface acres and 800,000 subsurface acres in South Dakota. This would consolidate Montana's major coal reserves into one District. Other significant mineral resources include oil, gas, and bentonite. The new District would also be heavily involved in range, watershed, outdoor recreation, and wildlife habitat programs. Special emphasis programs would include environmental education and wild horse management activities in the Midland Empire Resource Area, and the forestry and recreation in the South Dakota Resource Area.

Office Location:

District Office

The District Office would be established in Miles City for the following reasons:

(1) Miles City is centrally located for the Resource Areas.

(2) The location is central to a major portion of the National Resource Lands and workload.

(3) The office is large and an excellent facility.

(4) Good ground transportation is available to all areas. However, commercial air service is limited.

Resource Area Office

Powder River and Big Dry Prairie Resource Areas

It is recommended that the Powder River and Big Dry Prairie Resource Area headquarters remain in Miles City for the following reasons:

(1) Miles City is the trade area for a large portion of the Big Dry Prairie Resource Area, and most of the Powder River Resource Area, (except for the extreme southeast corner of the State).

(2) It would utilize established facilities and maintain contact with, and ongoing services to, the user public.

(3) Other state and federal governmental agencies are in Miles City.

Midland Empire Resource Area

It is recommended that the Midland Empire Resource Area be located in Billings for the following reasons:

(1) Excellent established yard and office facilities are in Billings.

(2) Billings is a center for a large trade and user interest area.

(3) The general area is located 150 miles from the District Office, and because of this distance

local staffing and on-the-ground management and supervision are needed.

(4) Convenience and service to the public would be maintained by operating an office in this current BLM facility.

The Billings Office location was considered as a possible site for the District Office, but was discounted due to its decentralized location from National Resource Lands.

South Dakota Resource Area

The office location is recommended to remain in Belle Fourche, South Dakota. The area is centrally located, the facilities are good, and the office adequately serves its South Dakota clientele.

### 5.1.6 The Charles M. Russell National Wildlife Range Boundary Considerations:

It is the Study Team's recommendation that the management of the Wildlife Range be handled as a separate unit, reporting directly to the State Director, which would in essence have the status of a District Office. The name, however, should remain the "Charles M. Russell National Wildlife Range" to denote the continued wildlife management emphasis to be placed on this large and important area. The policy and management criteria, governing the administration of the Wildlife Range and the dominant wildlife management use, are as follows:

(1) The Charles M. Russell National Wildlife Range will be managed for the primary benefit of wildlife as defined in the Executive Order which initiated the Wildlife Range. All other resource uses will be subordinate to that use and will not conflict with it.

(2) Wilderness areas will be managed for values and objectives specified in the Wilderness Act (16 U.S.C. 1131, et. seq.).

(3) Resources, including forage, determined to be in excess to the habitat requirements, food, water,

cover and space, of the primary benefiting species of wildlife, may be allocated for the purpose of domestic livestock, wild and free-roaming horses and burros, or for any other purposes consistent with the overall intent of the management of the Wildlife Range.

The present legal boundary should be retained until planning for the region is completed. At that time, a more definitive boundary based on land form, habitat types, wildlife needs, and other items may be proposed. The plan should be initiated and completed within a two-year period, with the ultimate objective of blending multiple-use management outside the Wildlife Range boundaries with the dominant wildlife management inside the boundaries. For the interim period, however, the Wildlife Range Manager should be responsible for all programs within the legal boundaries of the Wildlife Range and for livestock grazing programs in adjoining grazing allotments which overlap into the Wildlife Range. This action will help insure that the Wildlife Range will be managed for the primary benefit of the wildlife resource.

Consideration was also given to making the Wildlife Range a Resource Area within a District, instead of reporting directly to the State Director. This alternative was rejected for several reasons:

(1) The Wildlife Range presents a different management role than what most Districts and Resource Areas are structured to administer.

(2) The Wildlife Range would overload or place a severe strain on the District structure.

(3) Due to the special emphasis given planning in the next few years, extra support and direction will be needed from State Office staffs.

(4) There has been an overriding BLM commitment that the area would be managed as a unit. A million-acre area with such a significant regional and national program should be structured to function

as much as possible on a self-sufficient basis by reporting directly to the State Director.

Office Location:

Wildlife Range Headquarters Office

It is recommended that the headquarters office be maintained in Lewistown, Montana, for the following reasons:

(1) Existing facilities are available.

(2) Lewistown has been the historic location of the office and it is well known by the user public.

(3) The town has excellent facilities and meets the criteria under the management guidelines listed in Section 1.1.

Game Range Field Station Locations:

It is recommended that the field offices at Slippery Ann and Fort Peck be maintained and a new office be established at Jordan, Montana, for the following reasons:

Slippery Ann Field Station

(1) An established facility exists.

(2) The site is physically located on the Wildlife Range which is 75 miles from the Lewistown headquarters.

(3) The site is located near a majority of the maintenance workload, such as the self-guiding auto trail, waterfowl habitat projects, and a public campground.

(4) The site provides an opportunity to maintain a twenty-four hour surveillance on this important area of the Wildlife Range.

Fort Peck Field Station

(1) An established facility exists.

(2) The area is over 210 miles from Lewistown, and because of this distance, local staffing is needed.

(3) Cooperative relations with the Corps of Engineers, who administer the Fort Peck Dam, are facilitated.

(4) The lack of adequate community services for employees is a disadvantage. However, Glasgow is located approximately 14 miles away, which alleviates this problem to a considerable extent.

Proposed Jordan Field Station

(1) There is a need for supervision and maintenance on this portion of the Game Range.

(2) The area is located 130 miles from Lewistown, and because of this distance local staffing is needed.

### 5.1.7 The North Dakota Project

Boundary Considerations:

Boundaries of the North Dakota Project should remain intact with approximately 68,000 surface acres and 4.9 million subsurface acres under BLM administration. However, it is recommended that this office also accomplish all management functions. At the present time, operational functions, such as issuance of grazing leases, land-use authorizations, and compliance checks, are being done by the Miles City District Office, while the North Dakota Project has only been responsible for planning. This split of responsibilities often creates problems within the BLM, as well as with other agencies or user groups. It is also recommended that the North Dakota Project Office report directly to the State Director. Energy minerals management in North Dakota is of regional and national concern and requires direct coordination from the State Office. This type of BLM field organization would also be more knowledgeable and responsive to local and state government resource development concerns.

Project Office Location:

The BLM planning Project Office is now functioning fairly well in Dickinson and it has had the definite advantage of being at the grassroots level for public involvement with the planning effort. However, the office should now be moved to Bismarck. Since federal coal leasing would very likely be initiated in the Oliver-Mercer or Dunn County areas, and be centered there for quite some time, Bismarck would be a better location for a federal lease and mining/reclamation plan administration office. Also, since federal coal planning, leasing and administration will involve several state and federal agencies where the surface is privately owned, Bismarck is the logical location to foster federal-state coordination. Bismarck also has excellent transportation facilities, and is a regional trade center for various user-interest groups and the energy minerals industry.

## 5.2 ORGANIZATION AND STAFFING: FIELD OFFICES

The following recommendations include further analysis of solutions described in Chapter 4, however, not all of the rationale is repeated.

### 5.2.1 Fewer and Larger District Offices

The number, location, and size of District Offices are described in Section 5.1. These recommendations permit economies of scale and provide workload balance, particularly as it relates to staffing. This would also allow flexibility in staffing to meet District needs, and would allow better response to changes in program emphasis. The present, smaller District staffs do not provide this flexibility. The following table compares present and proposed staffing.

FIELD OFFICE STAFFING

Present

| | |
|---|---|
| Miles City | 63 |
| Malta | 36 |
| Billings | 24 |
| Dillon | 24 |
| Lewistown | 21 |
| Missoula | 30 |

Proposed

| | |
|---|---|
| Malta | 63 |
| Miles City | 70 |
| Helena | 59 |
| Charles M. Russell National Wildlife Range | 16 |
| North Dakota Project | 9 |

Fewer and larger Districts allow the aggregation of workloads to fully permit and justify adding scarce skills. It also allows for more efficient use of staff positions for field management jobs.

### 5.2.2 Separate Resource and Operations Divisions

It is recommended that each of the three proposed Districts have separate Resource and Operations Divisions with a full complement of skills. The present organization generally has well staffed Divisions of Resources, but some skills are completely absent, or are represented only in "two-hat" arrangements. Where the Divisions are combined in the present organization, Operations areas tend to be understaffed and have a poor professional/technician mix.

The proposed staffing adds scarce skills to the Resources Staff. In the Operations Divisions, it adds professional engineering support to the Division Chief, provides a reasonable number of technicians, and recognizes access and environmental protection functions which need additional emphasis. Span of control in these Divisions is reasonable, and justifies their separation.

### 5.2.3 Assistant District Managers

Assistant District Manager positions are recommended for each District. Assistant District Managers would be assigned specific responsibilities in program coordination and execution. Demands on District Managers in the present organization could be solved with staff support, but in offices as large as the three proposed Districts this would not be possible. Managerial duties would be too large for one individual, even with additional staff support.

### 5.2.4 Larger Resource Area Staffs

Larger Resource Area staffs with a more complete complement of resource management skills are recommended. Resource Area staff personnel, exclusive of the Area Manager, averaged 3.4 people per Resource Area in the present organization. This figure includes extremes such as Garnet Resource Area (8 people) and South Dakota Resource Area (6 people) and four Resource Areas having a staff of only two. Five Resource Areas have only three.

RESOURCE AREA STAFF PERSONNEL

| Present | | Proposed | |
|---|---|---|---|
| Valley | 3 | East Hiline | 8 |
| Phillips | 3 | Phillips | 6 |
| Glacier-Blaine | 2 | West Hiline | 5 |
| Prairie | 3 | Big Dry Prairie | 9 |
| Big Dry | 3 | | |
| Powder River | 4 | Powder River | 11 |
| South Dakota | 6 | South Dakota | 7 |
| Apsuroka | 3 | Midland Empire | 8 |
| Yellowstone | 4 | | |
| Sacajawea | 3 | Pioneer | 10 |
| Lewis and Clark | 3 | | |
| Judith River | 2 | Snowy Mountain | 9 |
| Musselshell | 2 | | |
| Garnet | 8 | Garnet | 10 |
| Helena | 2 | Upper Missouri | 5 |

NOTE: Does not include Area Managers

### 5.2.5 A Separate North Dakota Organization

The Study Team recommends separating the North Dakota Project from the Miles City District, and establishing it as a unit reporting directly to the State Director. This recommendation is made in recognition of the different functions of the North Dakota Office, compared to typical detached Resource Areas within a District. Many of the support functions for the North Dakota Project would be provided by the State Office.

It is also recommended that the office location be changed from Dickinson to Bismarck (see Section 5.1). The great majority of the coordination and cooperative contacts of the North Dakota Project are already located in Bismarck. Changing the office location will increase efficiency and improve North Dakota State government interagency contacts.

### 5.2.6 Wildlife Range Reporting to the State Director

The addition of the Charles M. Russell National Wildlife Range poses new organizational problems for BLM in Montana. The Wildlife Range has a different role than the typical District or Resource Area, and will require somewhat different staffing. The special emphasis on inventory and planning scheduled for the near future will require State Office support. These factors, plus the commitment to manage as a single unit, require that the Wildlife Range report directly to the State Director. The term Wildlife Range should be used to differentiate it from BLM Districts, and to lend continual emphasis to the dominant use.

The proposed District Office Functional Responsibilities Table in Appendix B will not be applicable. The Division of Management Services and the Wildlife Range Manager should prepare appropriate functional statements by January 1, 1976.

### 5.2.7 Greater Number of Technicians

Throughout the interview process, much concern was expressed which indicated a need to reduce the technician duties now being performed by professionals and also to improve the use of the technicians now on board. The workload analysis balanced the level of duties and provided proper distribution of skills. The proposed table of organization recommends increasing field technician positions from 32 to 44. Natural Resource Technicians were increased by 3, from 22 to 25. Operations Technicians (Engineering Technicians, Range Technicians, Fire Control Officers, etc.,) increased from 11 to 25.

### 5.2.8 Information Specialist Positions

It is recommended that a full-time, professional Information Specialist be added to each of the three proposed Districts. This position would report directly to the District Manager or Assistant District Manager, and would be responsible for informational activities and environmental education. This would relieve other staff specialists of these duties now being done on an inadequate part-time basis.

### 5.2.9 Planning/Environmental Coordinator

It is recommended that each of the three proposed Districts have a position designed to coordinate both planning and environmental activities

District-wide, reporting directly to the District Manager or Assistant District Manager. This would be a staff position, but would draw on the District Manager's authority in coordinating these activities among all Divisions and Resource Areas.

### 5.2.10 Archaeologist

It is recommended that each of the three proposed Districts have a staff Archaeologist. A workload of sizable proportions now exists and no staffing is provided. The position would be located in the Division of Resources.

### 5.2.11 Access Specialist

It is recommended that each of the three proposed Districts have an Access Specialist; properly trained to handle all aspects of easement acquisition and transportation planning for the District. This is a growing support area which has not received adequate attention or staffing. It has been a traditional "two-hat" job performed without adequate training. The access function supports too many other programs to avoid giving it increased consideration.

### 5.2.12 Environmental Protection Specialist

Each proposed District should have at least one Environmental Protection Specialist attached to the Division of Operations. These positions would replace the current "Surface Protection Specialist" positions. Depending on workload, additional positions would be located in the Resource Areas, as is the case for the Miles City District.

The role of the Surface Protection Specialists is not clearly defined. Policy and guidance in surface protection are interdisciplinary products, which should be coordinated very much like Environmental Analysis Records. Therefore, the Study Team could not identify a substantive role for a Surface

Protection Specialist in the Division of Resources in the District (or the State Office as covered later in Section 5.3). The proper role is that of an environmental "monitor" to insure that all current developmental activities in the District are being carried out within prescribed guidelines and safeguards. This is an operational role, and one which is broader than surface protection.

### 5.2.13 Soils Scientist

It is recommended that each District (and the North Dakota Project have a Soils Scientist. It is also recommended that the Soils Scientist serve as coordinator of the watershed program.

The watershed program involves several specialty areas, including hydrology, range, soils, and geology, etc., all of which should be staffed. Field offices currently have geology and range staffing. However, staffing limitations did not allow the recommendation of both hydrology and soil staffing at the field level. Workload indicated soils to be the more important at the present time (see Appendix A).

### 5.2.14 Administrative Assistant

It is recommended that a professional Administrative Assistant position be added to each District Division of Administration. This would not be a designated training position, but a continuing full-time position. The position would have specific responsibilities in the areas of evaluation, position management, personnel administration, training, and some aspects of the budget process.

### 5.2.15 Changes in Skills Mix

The Study Team has recommended a number of changes in overall District skills-mix, with relatively minor changes in staffing (203 positions versus 198 positions, excluding the Charles M. Russell National Wildlife Range). Major skills areas are summarized in the table below.

FIELD OFFICE SKILLS SUMMARY
(excluding CMR)

| | Present | Proposed | Net Change |
|---|---|---|---|
| Managerial | 37 | 27 | -10 |
| Realty Specialist | 9 | 7 | - 2 |
| Wildlife Biologist | 9 | 11 | + 2 |
| Recreation Planner | 7 | 9 | + 2 |
| Archaeologist | 0 | 3 | + 3 |
| Minerals Specialist | 14 | 15 | + 1 |
| Soils Scientist | 3 | 4 | + 1 |
| Environmental Protection Specialist | 5 | 6 | + 1 |
| Access Specialist | 1 | 3 | + 2 |
| Planning/Environmental Coordinator | 0 | 3 | + 3 |
| Information Specialist | 1 | 4 | + 3 |
| Engineer | 3 | 3 | -- |
| Range Conservationist | 28 | 20 | - 8 |
| Forester | 8 | 8 | -- |
| General Administration | 7 | 10 | + 3 |
| Secretarial/Clerical | 22 | 18 | - 4 |
| Technicians | 32 | 44 | +12 |
| Environmental Coordinator | 1 | 0 | - 1 |
| Watershed Specialist | 2 | 2 | -- |
| Fisheries Biologist | 1 | 1 | -- |
| Hydrologist | 2 | 1 | - 1 |
| Fire Control Specialist | 1 | 0 | - 1 |
| Economist | 1 | 2 | + 1 |
| Botanist | 0 | 1 | + 1 |

The chart illustrates that overall totals in major skills areas would not be greatly changed. The major recommended changes relate to (1) organizational level, (2) new skills areas, and (3) type of job (such as managerial).

More of the skills and capabilities would be located in the Resource Areas, at the initial field management levels, in the proposed organization. More proper use will be made of staff specialists, which are considerably reduced in number on the proposed tables of organization. However, the new skills covered earlier in this section are added to the District capability.

Major changes are also made in the proportion of managerial and technical support positions. The former positions are reduced from 37 to 27, with the additional recommendation that these positions be allowed to function as managers. The latter positions are increased from 32 to 44, which reflect the results of the workload analysis and other information.

The reduction of Range Conservationists may be misleading. However, the range program will be supported by new skills in access, planning, and environmental coordination, and many of the increased technicians will be working in the range program at the proper job level.

### 5.2.16 Safety Program

It is recommended that the safety program be administered by the Division of Operations in each of the three proposed Districts. This program is now handled by various divisions within the current six District organizations. This contributed to a lack of statewide uniformity and emphasis and makes State Office guidance difficult. The Division of Operations is a preferred location for this function, because it administers the District's major developmental and maintenance projects, field operations, fire control programs, and insures the compliance of Occupational Safety and Health Administration regulations or other federal and state safety legislation and contracts.

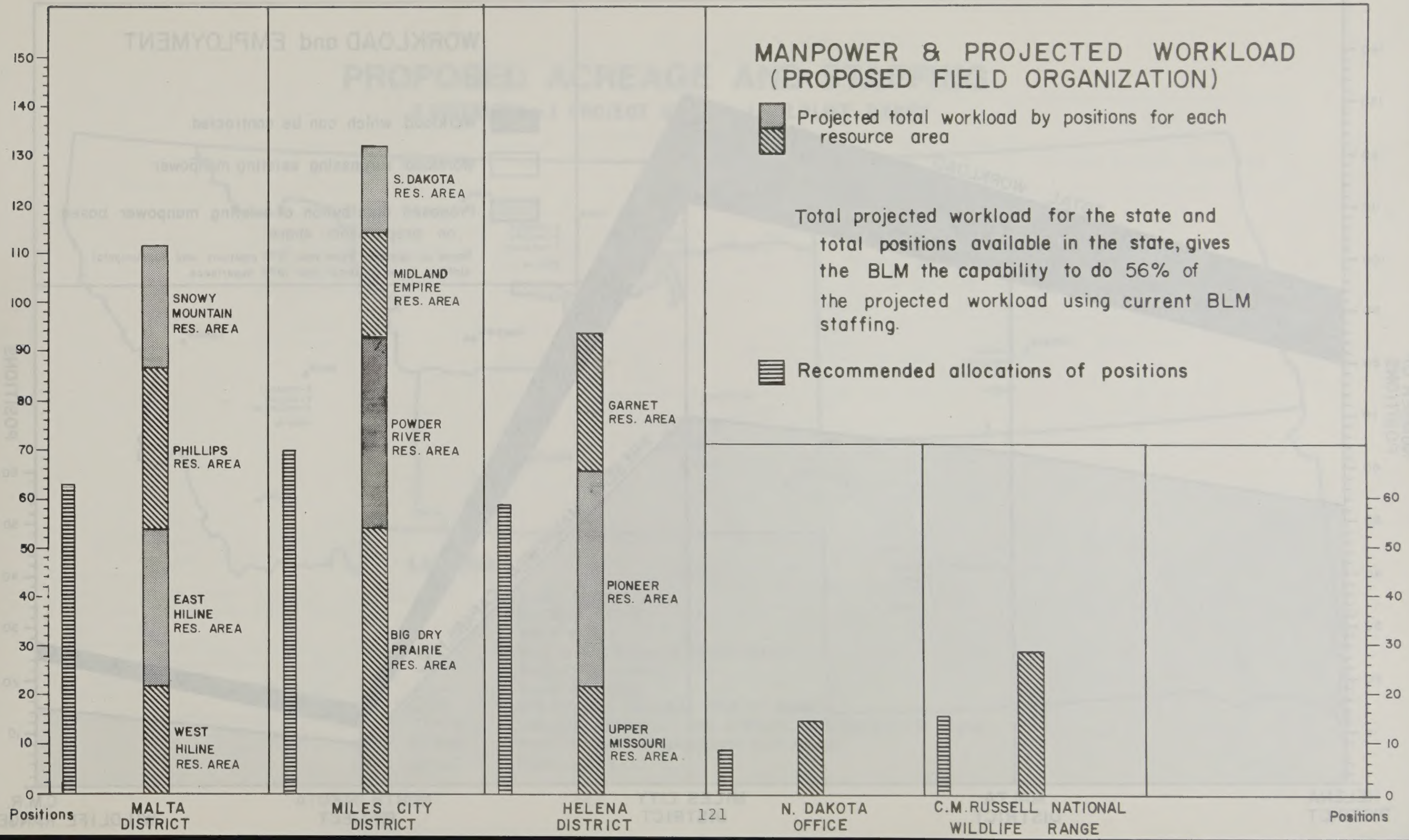
### 5.2.17 Staffing and Workload

The following figures and maps show workload and staffing for the proposed field organization. However, the 41 positions which would not be permanent full-time funded positions are not specifically identified.

PROJECTED WORKLOAD - PROPOSED FIELD ORGANIZATION

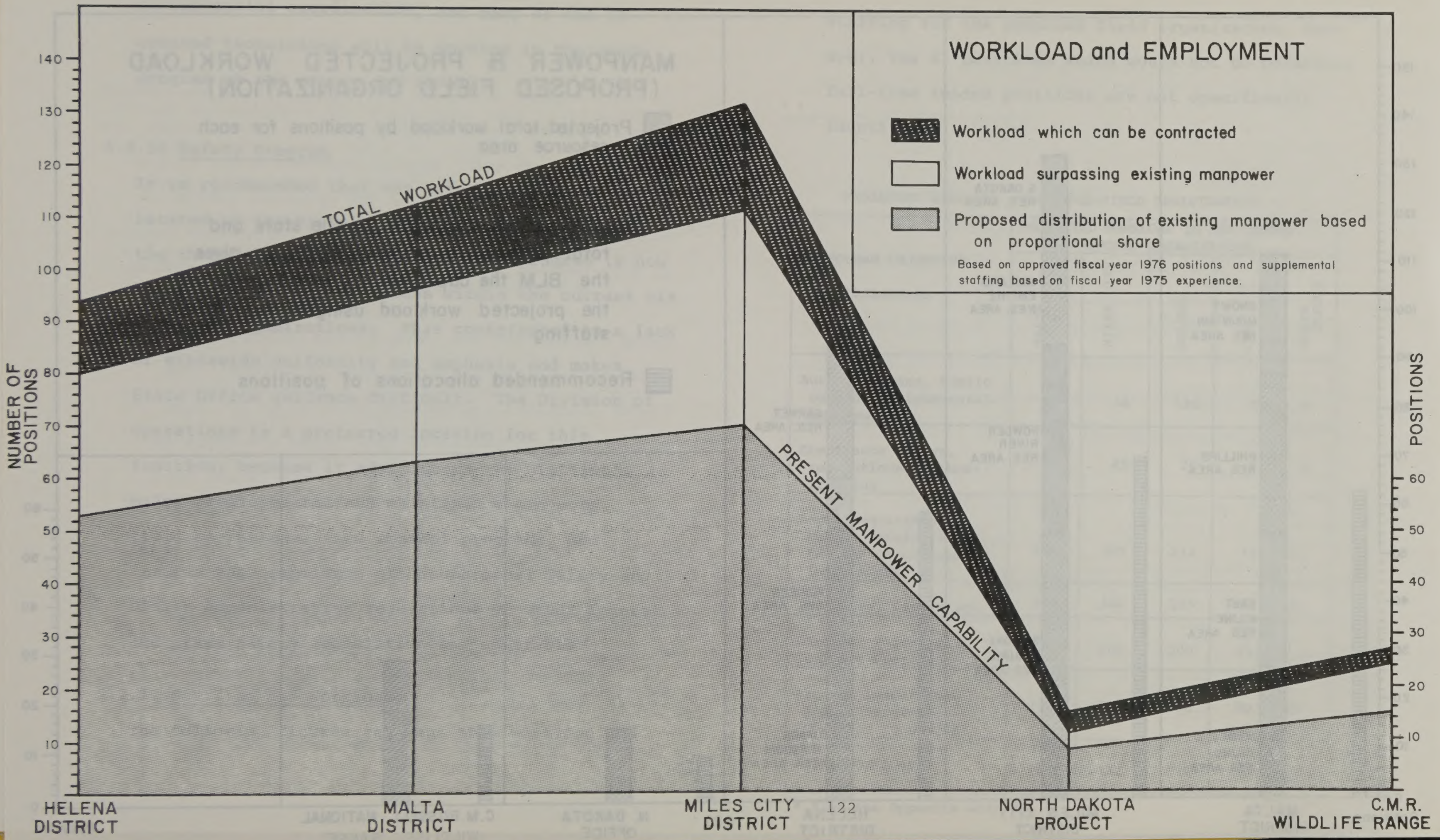
| PROGRAM OBJECTIVE CATEGORIES | PROJECTED WORKLOAD IN MAN MONTHS PROPOSED ORGANIZATION | | | | |
|---|---|---|---|---|---|
| | MALTA | MILES CITY | HELENA | CMR | NORTH DAKOTA |
| Authorizations, Public Demand, Environmental Assessment | 73 | 96 | 138 | 5 | 6 |
| Compliance - laws, regulations, authorizations | 30 | 45 | 20 | 7 | 4 |
| Legal Requirements, Public Safety, Protection of capital investments | 286 | 325 | 212 | 71 | 32 |
| Inventory, Evaluation | 283 | 320 | 105 | 77 | 59 |
| Land Use Planning, Support Functions | 138 | 160 | 200 | 29 | 5 |
| Program Leadership, Admin. Services, Overhead Functions | 319 | 377 | 266 | 80 | 42 |
| TOTAL WORKLOAD | 1,128 | 1,322 | 939 | 268 | 149 |

* Also see Appendix A-3



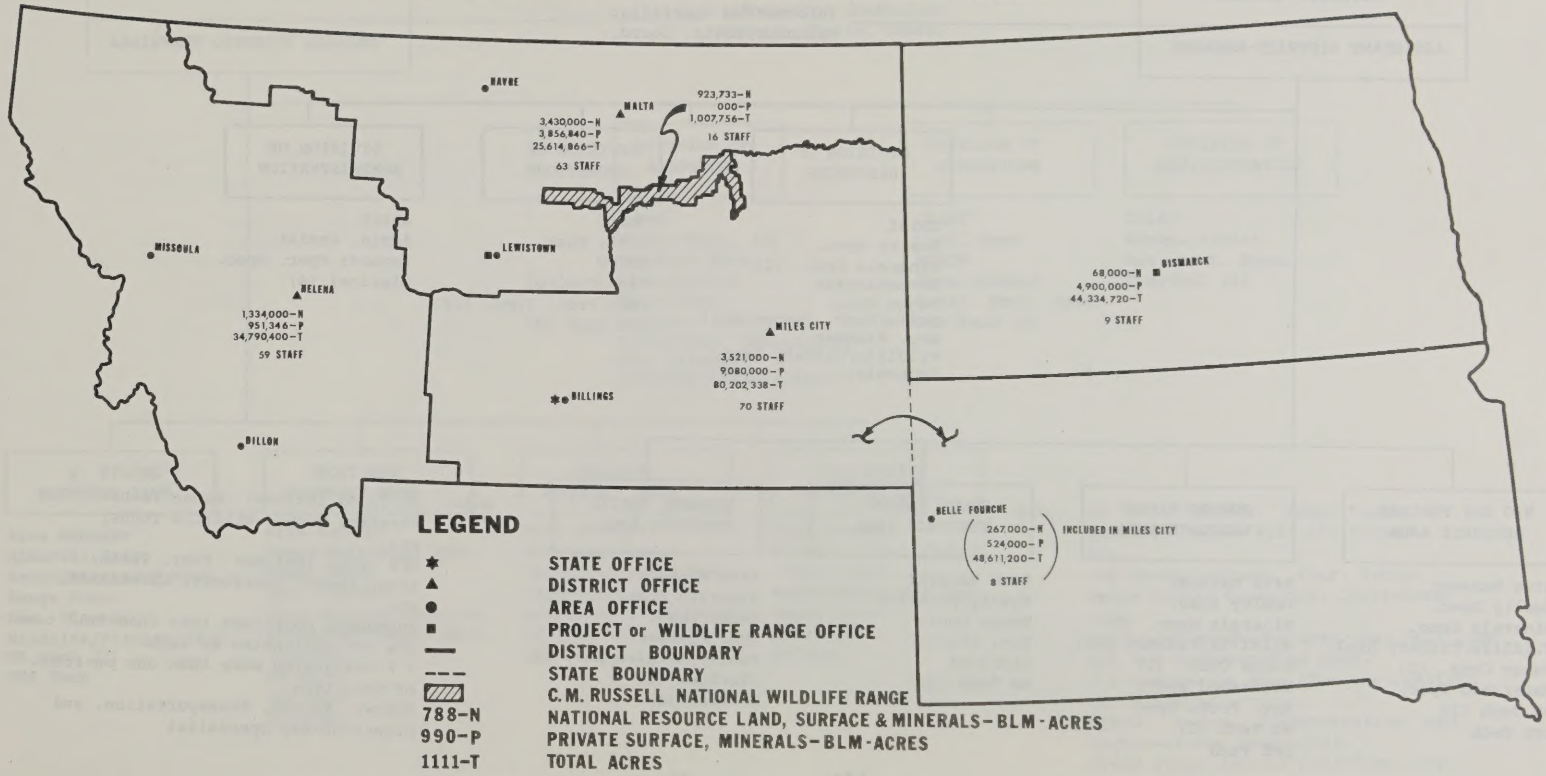
MANPOWER & PROJECTED WORKLOAD (PROPOSED FIELD ORGANIZATION)

Total projected workload for the state and total positions available in the state, gives the BLM the capability to do 56% of the projected workload using current BLM staffing.

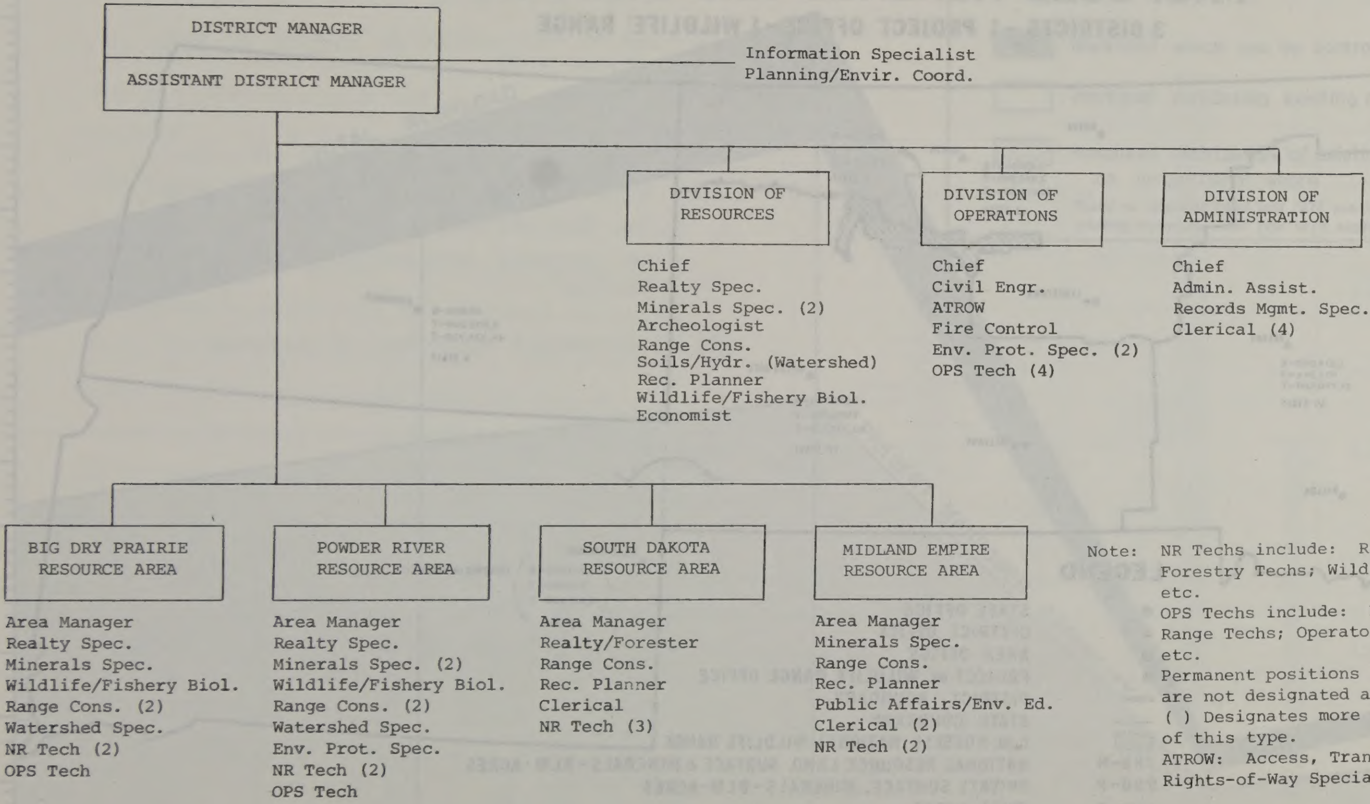

WORKLOAD and EMPLOYMENT
Workload which can be contracted
Workload surpassing existing manpower
Proposed distribution of existing manpower based on proportional share
Based on approved fiscal year 1976 positions and supplemental staffing based on fiscal year 1975 experience.
TOTAL WORKLOAD
PRESENT MANPOWER CAPABILITY
NUMBER OF POSITIONS
POSITIONS
140
130
120
110
100
90
80
70
60
50
40
30
20
10
60
50
40
30
20
10
HELENA DISTRICT
MALTA DISTRICT
MILES CITY DISTRICT
NORTH DAKOTA PROJECT
C.M.R. WILDLIFE RANGE

# PROPOSED ACREAGE AND STAFFING

## 3 DISTRICTS – 1 PROJECT OFFICE – 1 WILDLIFE RANGE


HAVRE
MALTA
3,430,000–N
3,856,840–P
25,614,866–T
63 STAFF
923,733–N
000–P
1,007,756–T
16 STAFF
MISSOULA
LEWISTOWN
HELENA
1,334,000–N
951,346–P
34,790,400–T
59 STAFF
MILES CITY
3,521,000–N
9,080,000–P
80,202,338–T
70 STAFF
BILLINGS
DILLON
BISMARCK
68,000–N
4,900,000–P
44,334,720–T
9 STAFF
BELLE FOURCHE
267,000–N
524,000–P
48,611,200–T
8 STAFF
INCLUDED IN MILES CITY
LEGEND
STATE OFFICE
DISTRICT OFFICE
AREA OFFICE
PROJECT or WILDLIFE RANGE OFFICE
DISTRICT BOUNDARY
STATE BOUNDARY
C.M. RUSSELL NATIONAL WILDLIFE RANGE
788–N NATIONAL RESOURCE LAND, SURFACE & MINERALS–BLM-ACRES
990–P PRIVATE SURFACE, MINERALS–BLM-ACRES
1111–T TOTAL ACRES

# PROPOSED TABLE OF ORGANIZATION
## MILES CITY DISTRICT



**DISTRICT MANAGER**

**ASSISTANT DISTRICT MANAGER**

Information Specialist
Planning/Envir. Coord.

**DIVISION OF RESOURCES**

- Chief
- Realty Spec.
- Minerals Spec. (2)
- Archeologist
- Range Cons.
- Soils/Hydr. (Watershed)
- Rec. Planner
- Wildlife/Fishery Biol.
- Economist

**DIVISION OF OPERATIONS**

- Chief
- Civil Engr.
- ATROW
- Fire Control
- Env. Prot. Spec. (2)
- OPS Tech (4)

**DIVISION OF ADMINISTRATION**

- Chief
- Admin. Assist.
- Records Mgmt. Spec.
- Clerical (4)

**BIG DRY PRAIRIE RESOURCE AREA**

- Area Manager
- Realty Spec.
- Minerals Spec.
- Wildlife/Fishery Biol.
- Range Cons. (2)
- Watershed Spec.
- NR Tech (2)
- OPS Tech

**POWDER RIVER RESOURCE AREA**

- Area Manager
- Realty Spec.
- Minerals Spec. (2)
- Wildlife/Fishery Biol.
- Range Cons. (2)
- Watershed Spec.
- Env. Prot. Spec.
- NR Tech (2)
- OPS Tech

**SOUTH DAKOTA RESOURCE AREA**

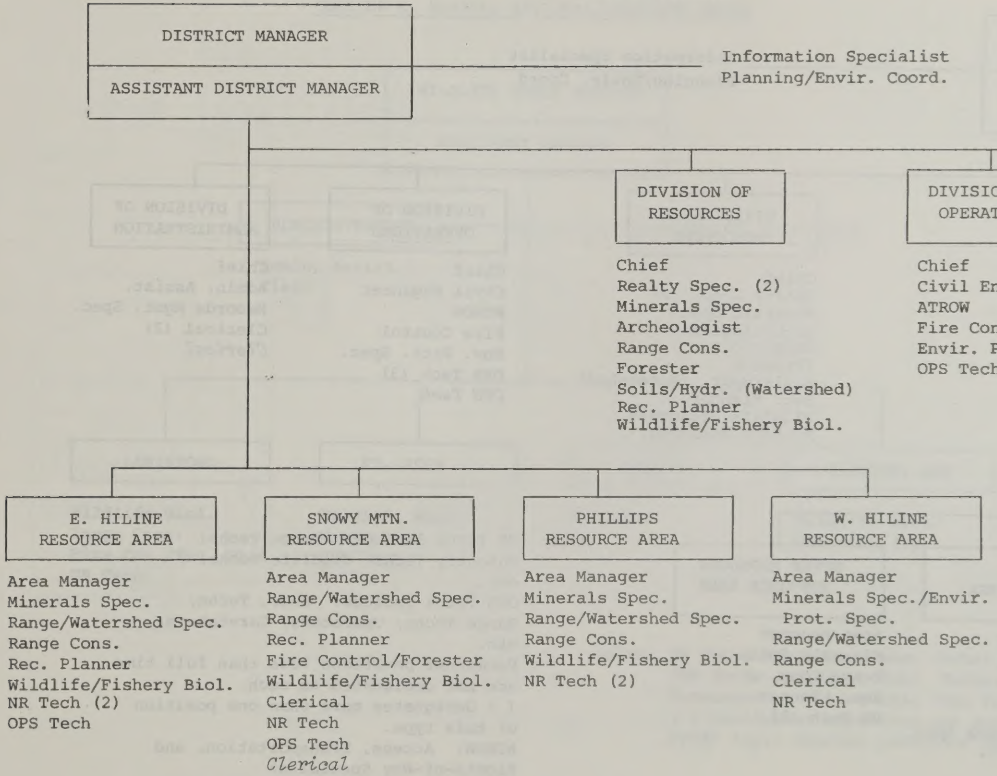
- Area Manager
- Realty/Forester
- Range Cons.
- Rec. Planner
- Clerical
- NR Tech (3)

**MIDLAND EMPIRE RESOURCE AREA**

- Area Manager
- Minerals Spec.
- Range Cons.
- Rec. Planner
- Public Affairs/Env. Ed.
- Clerical (2)
- NR Tech (2)

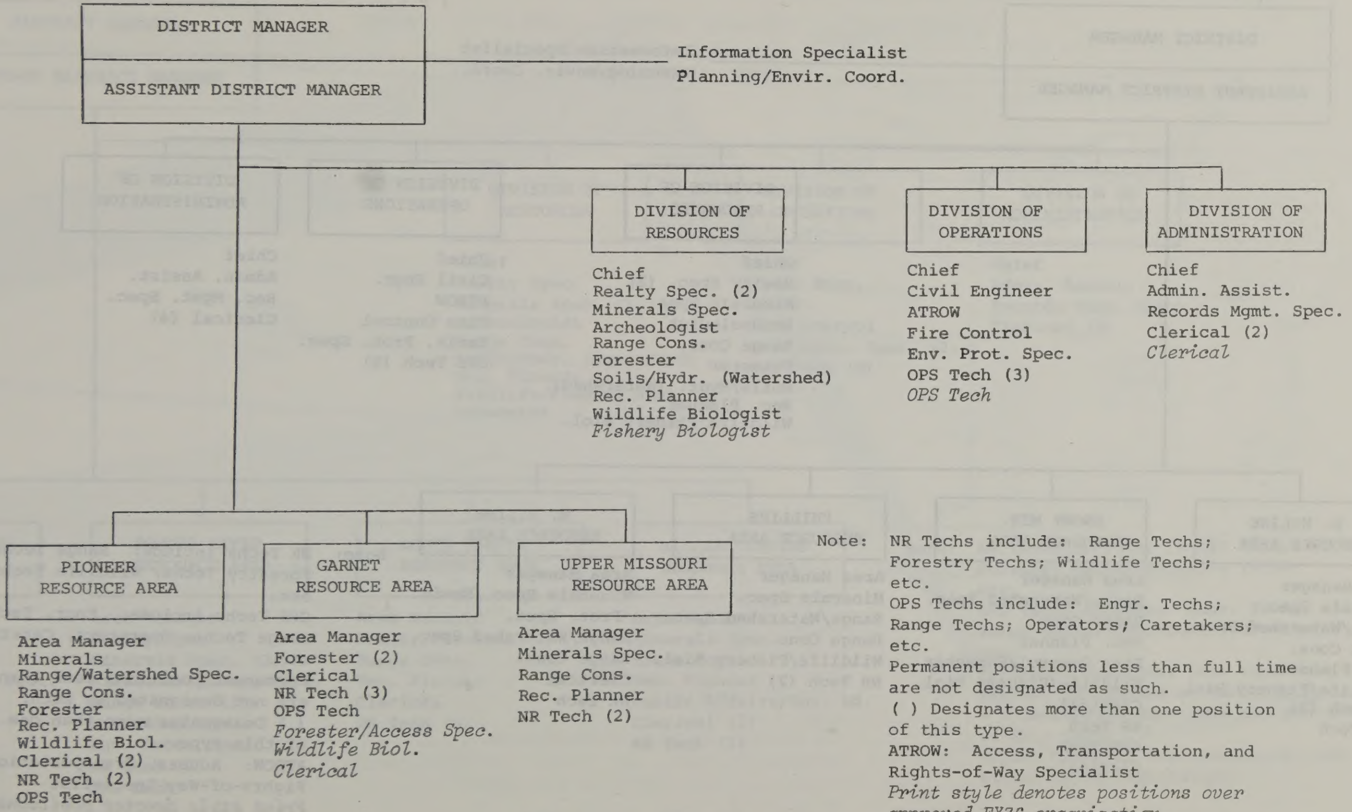
Note: NR Techs include: Range Techs; Forestry Techs; Wildlife Techs; etc.
OPS Techs include: Engr. Techs; Range Techs; Operators; Caretakers; etc.
Permanent positions less than full time are not designated as such.
( ) Designates more than one position of this type.
ATROW: Access, Transportation, and Rights-of-Way Specialist

## PROPOSED TABLE OF ORGANIZATION
## MALTA DISTRICT


DISTRICT MANAGER
ASSISTANT DISTRICT MANAGER
Information Specialist
Planning/Envir. Coord.
DIVISION OF RESOURCES
Chief
Realty Spec. (2)
Minerals Spec.
Archeologist
Range Cons.
Forester
Soils/Hydr. (Watershed)
Rec. Planner
Wildlife/Fishery Biol.
DIVISION OF OPERATIONS
Chief
Civil Engr.
ATROW
Fire Control
Envir. Prot. Spec.
OPS Tech (5)
DIVISION OF ADMINISTRATION
Chief
Admin. Assist.
Rec. Mgmt. Spec.
Clerical (4)
E. HILINE RESOURCE AREA
Area Manager
Minerals Spec.
Range/Watershed Spec.
Range Cons.
Rec. Planner
Wildlife/Fishery Biol.
NR Tech (2)
OPS Tech
SNOWY MTN. RESOURCE AREA
Area Manager
Range/Watershed Spec.
Range Cons.
Rec. Planner
Fire Control/Forester
Wildlife/Fishery Biol.
Clerical
NR Tech
OPS Tech
*Clerical*
PHILLIPS RESOURCE AREA
Area Manager
Minerals Spec.
Range/Watershed Spec.
Range Cons.
Wildlife/Fishery Biol.
NR Tech (2)
W. HILINE RESOURCE AREA
Area Manager
Minerals Spec./Envir. Prot. Spec.
Range/Watershed Spec.
Range Cons.
Clerical
NR Tech

Note: NR Techs include: Range Techs; Forestry Techs; Wildlife Techs; etc.
OPS Techs include: Engr. Techs; Range Techs; Operators; Caretakers; etc.
Permanent positions less than full time are not designated as such.
( ) Designates more than one position of this type.
ATROW: Access, Transportation, and Rights-of-Way Specialist
*Print style denotes positions over approved FY76 organization.*

## PROPOSED TABLE OF ORGANIZATION
## HELENA DISTRICT



DISTRICT MANAGER

ASSISTANT DISTRICT MANAGER

Information Specialist
Planning/Envir. Coord.

DIVISION OF RESOURCES

Chief
Realty Spec. (2)
Minerals Spec.
Archeologist
Range Cons.
Forester
Soils/Hydr. (Watershed)
Rec. Planner
Wildlife Biologist
*Fishery Biologist*

DIVISION OF OPERATIONS

Chief
Civil Engineer
ATROW
Fire Control
Env. Prot. Spec.
OPS Tech (3)
*OPS Tech*

DIVISION OF ADMINISTRATION

Chief
Admin. Assist.
Records Mgmt. Spec.
Clerical (2)
*Clerical*

PIONEER RESOURCE AREA

Area Manager
Minerals
Range/Watershed Spec.
Range Cons.
Forester
Rec. Planner
Wildlife Biol.
Clerical (2)
NR Tech (2)
OPS Tech

GARNET RESOURCE AREA

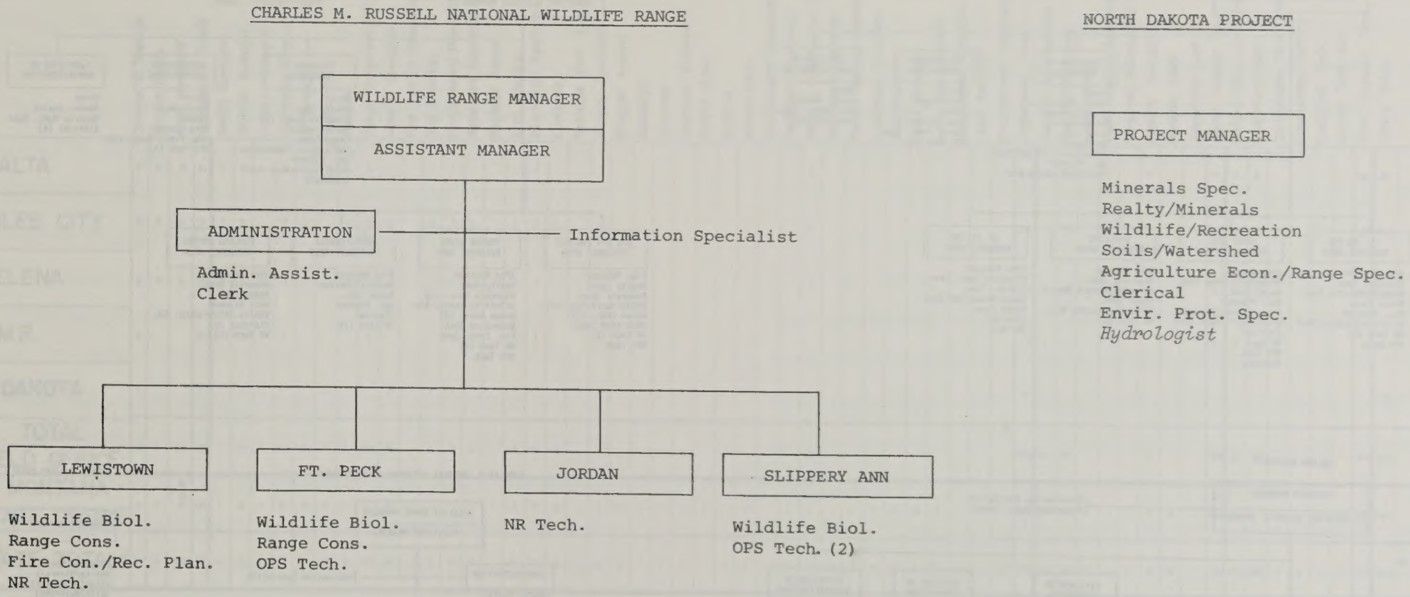
Area Manager
Forester (2)
Clerical
NR Tech (3)
OPS Tech
*Forester/Access Spec.*
*Wildlife Biol.*
*Clerical*

UPPER MISSOURI RESOURCE AREA

Area Manager
Minerals Spec.
Range Cons.
Rec. Planner
NR Tech (2)

Note: NR Techs include: Range Techs; Forestry Techs; Wildlife Techs; etc.
OPS Techs include: Engr. Techs; Range Techs; Operators; Caretakers; etc.
Permanent positions less than full time are not designated as such.
( ) Designates more than one position of this type.
ATROW: Access, Transportation, and Rights-of-Way Specialist
*Print style denotes positions over approved FY76 organization.*

# PROPOSED TABLE OF ORGANIZATION

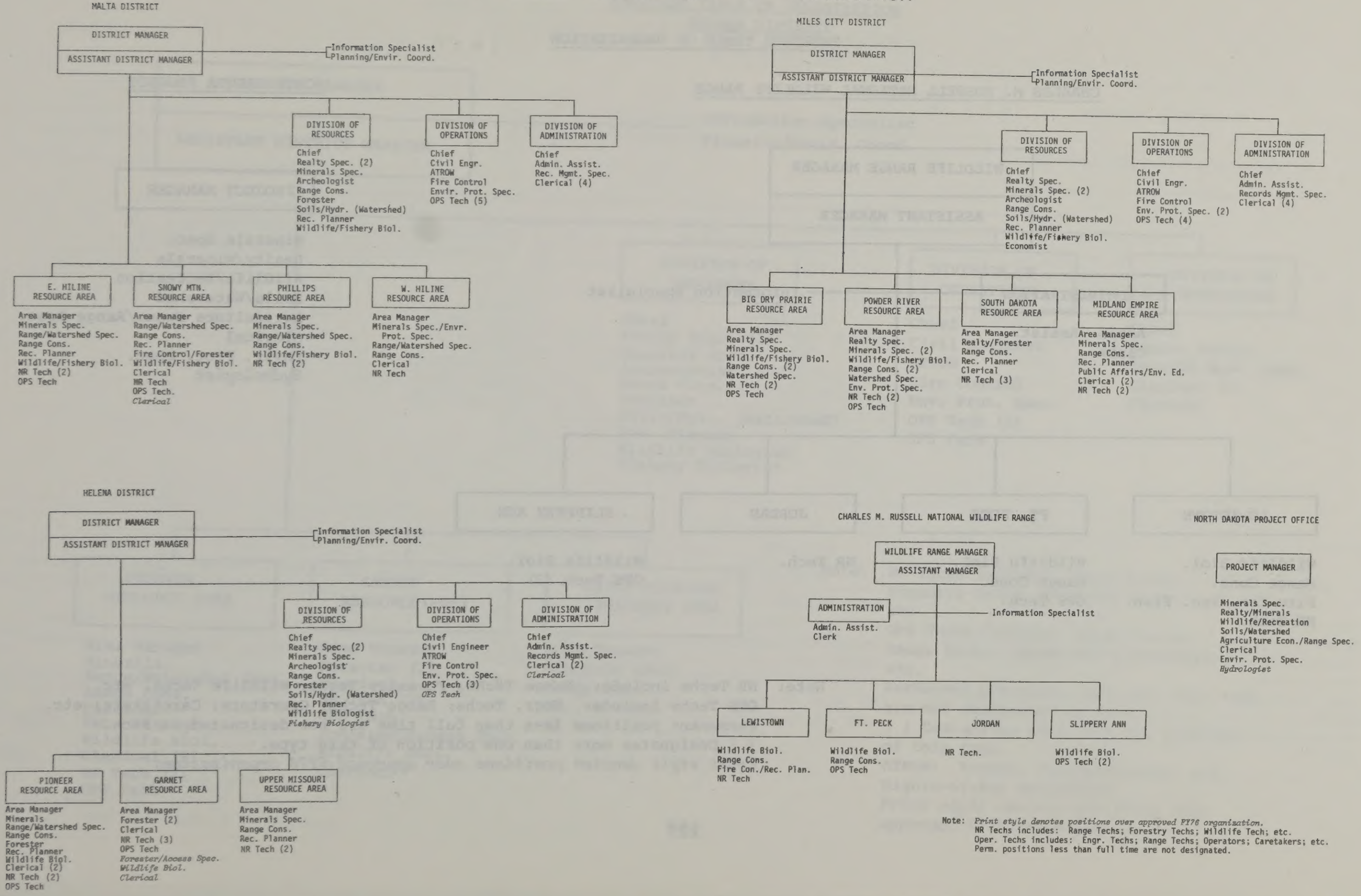

CHARLES M. RUSSELL NATIONAL WILDLIFE RANGE

NORTH DAKOTA PROJECT

WILDLIFE RANGE MANAGER
ASSISTANT MANAGER
ADMINISTRATION
Admin. Assist.
Clerk
Information Specialist
LEWISTOWN
Wildlife Biol.
Range Cons.
Fire Con./Rec. Plan.
NR Tech.
FT. PECK
Wildlife Biol.
Range Cons.
OPS Tech.
JORDAN
NR Tech.
SLIPPERY ANN
Wildlife Biol.
OPS Tech. (2)
PROJECT MANAGER
Minerals Spec.
Realty/Minerals
Wildlife/Recreation
Soils/Watershed
Agriculture Econ./Range Spec.
Clerical
Envir. Prot. Spec.
*Hydrologist*

Note: NR Techs include: Range Techs; Forestry Techs; Wildlife Techs, etc.
OPS Techs include: Engr. Techs; Range Techs; Operators; Caretakers; etc.
Permanent positions less than full time are not designated as such.
( ) Designates more than one position of this type.
*Print style denotes positions over approved FY76 organization.*

# PROPOSED FIELD OFFICE TABLE OF ORGANIZATION


MALTA DISTRICT
DISTRICT MANAGER
ASSISTANT DISTRICT MANAGER
Information Specialist
Planning/Envir. Coord.
DIVISION OF RESOURCES
Chief
Realty Spec. (2)
Minerals Spec.
Archeologist
Range Cons.
Forester
Soils/Hydr. (Watershed)
Rec. Planner
Wildlife/Fishery Biol.
DIVISION OF OPERATIONS
Chief
Civil Engr.
ATROW
Fire Control
Envir. Prot. Spec.
OPS Tech (5)
DIVISION OF ADMINISTRATION
Chief
Admin. Assist.
Rec. Mgmt. Spec.
Clerical (4)
E. HILINE RESOURCE AREA
Area Manager
Minerals Spec.
Range/Watershed Spec.
Range Cons.
Rec. Planner
Wildlife/Fishery Biol.
NR Tech (2)
OPS Tech
SNOWY MTN. RESOURCE AREA
Area Manager
Range/Watershed Spec.
Range Cons.
Rec. Planner
Fire Control/Forester
Wildlife/Fishery Biol.
Clerical
NR Tech
OPS Tech.
*Clerical*
PHILLIPS RESOURCE AREA
Area Manager
Minerals Spec.
Range/Watershed Spec.
Range Cons.
Wildlife/Fishery Biol.
NR Tech (2)
W. HILINE RESOURCE AREA
Area Manager
Minerals Spec./Envr. Prot. Spec.
Range/Watershed Spec.
Range Cons.
Clerical
NR Tech
MILES CITY DISTRICT
DISTRICT MANAGER
ASSISTANT DISTRICT MANAGER
Information Specialist
Planning/Envir. Coord.
DIVISION OF RESOURCES
Chief
Realty Spec.
Minerals Spec. (2)
Archeologist
Range Cons.
Soils/Hydr. (Watershed)
Rec. Planner
Wildlife/Fishery Biol.
Economist
DIVISION OF OPERATIONS
Chief
Civil Engr.
ATROW
Fire Control
Env. Prot. Spec. (2)
OPS Tech (4)
DIVISION OF ADMINISTRATION
Chief
Admin. Assist.
Records Mgmt. Spec.
Clerical (4)
BIG DRY PRAIRIE RESOURCE AREA
Area Manager
Realty Spec.
Minerals Spec.
Wildlife/Fishery Biol.
Range Cons. (2)
Watershed Spec.
NR Tech (2)
OPS Tech
POWDER RIVER RESOURCE AREA
Area Manager
Realty Spec.
Minerals Spec. (2)
Wildlife/Fishery Biol.
Range Cons. (2)
Watershed Spec.
Env. Prot. Spec.
NR Tech (2)
OPS Tech
SOUTH DAKOTA RESOURCE AREA
Area Manager
Realty/Forester
Range Cons.
Rec. Planner
Clerical
NR Tech (3)
MIDLAND EMPIRE RESOURCE AREA
Area Manager
Minerals Spec.
Range Cons.
Rec. Planner
Public Affairs/Env. Ed.
Clerical (2)
NR Tech (2)
HELENA DISTRICT
DISTRICT MANAGER
ASSISTANT DISTRICT MANAGER
Information Specialist
Planning/Envir. Coord.
DIVISION OF RESOURCES
Chief
Realty Spec. (2)
Minerals Spec.
Archeologist
Range Cons.
Forester
Soils/Hydr. (Watershed)
Rec. Planner
Wildlife Biologist
*Fishery Biologist*
DIVISION OF OPERATIONS
Chief
Civil Engineer
ATROW
Fire Control
Env. Prot. Spec.
OPS Tech (3)
*OPS Tech*
DIVISION OF ADMINISTRATION
Chief
Admin. Assist.
Records Mgmt. Spec.
Clerical (2)
*Clerical*
PIONEER RESOURCE AREA
Area Manager
Minerals
Range/Watershed Spec.
Range Cons.
Forester
Rec. Planner
Wildlife Biol.
Clerical (2)
NR Tech (2)
OPS Tech
GARNET RESOURCE AREA
Area Manager
Forester (2)
Clerical
NR Tech (3)
OPS Tech
*Forester/Access Spec.*
*Wildlife Biol.*
*Clerical*
UPPER MISSOURI RESOURCE AREA
Area Manager
Minerals Spec.
Range Cons.
Rec. Planner
NR Tech (2)
CHARLES M. RUSSELL NATIONAL WILDLIFE RANGE
WILDLIFE RANGE MANAGER
ASSISTANT MANAGER
ADMINISTRATION
Admin. Assist.
Clerk
Information Specialist
LEWISTOWN
Wildlife Biol.
Range Cons.
Fire Con./Rec. Plan.
NR Tech
FT. PECK
Wildlife Biol.
Range Cons.
OPS Tech
JORDAN
NR Tech.
SLIPPERY ANN
Wildlife Biol.
OPS Tech (2)
NORTH DAKOTA PROJECT OFFICE
PROJECT MANAGER
Minerals Spec.
Realty/Minerals
Wildlife/Recreation
Soils/Watershed
Agriculture Econ./Range Spec.
Clerical
Envir. Prot. Spec.
*Hydrologist*

Note: *Print style denotes positions over approved FY76 organization.*
NR Techs includes: Range Techs; Forestry Techs; Wildlife Tech; etc.
Oper. Techs includes: Engr. Techs; Range Techs; Operators; Caretakers; etc.
Perm. positions less than full time are not designated.

|  | Director or Manager | Division Chiefs | Area Managers | Management Totals | Realty Specialist | Wildlife Biologist | Fishery Biologist | Recreation Planner | Archeologist | Hydrologist | Forester | Range Conservationist | Mineral Specialist | Fire Control Specialist | Soil Scientist | Environmental Protection Spec. | Watershed Specialist | Regional Planner | Civil Engineer | Information Specialist | Economist | Resource Data Specialist | Access Specialist | Program Analyst | Sociologist | Librarian | Industrial Engineer | Safety Spec. | Botanist | Writer/Editor | Environmental Coordinator | Technical Coordinator | Planning Coordination Spec. | Air Quality Specialist | Remote Sensing Specialist | Landscape Architect | Appraiser | Land Surveyor | Land Law Examiner | Enforcement Specialist | Legal Assistant | Environmental Specialist | Professional Total | General Administation | Secretarial Typing | Legal Clerk | Public Contact Specialist | Personnel Management Spec. | Records Specialist | Records Clerk | Accounting Clerk | Admin. Support Total | Natural Resources Tech. | Operations Tech. | Cartographic Tech. Drafting | Engineering/Drafting | Electronic Tech. | Survey Tech./Aid | Tech. Support Total | Office Totals |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| MALTA | 2 | 3 | 4 | 9 | 2 | 4 |  | 3 | 1 |  | 2 | 9 | 4 |  | 1 | 1 |  |  | 1 | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  | 31 | 3 | 5 |  |  |  | 1 |  |  | 9 | 6 | 8 |  |  |  |  | 14 | 63 |
| MILES CITY | 2 | 3 | 4 | 9 | 3 | 3 |  | 3 | 1 |  | 1 | 7 | 6 |  | 1 | 3 | 2 |  | 1 | 2 | 1 |  | 1 |  |  |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  | 36 | 3 | 5 |  |  |  | 1 |  |  | 9 | 9 | 7 |  |  |  |  | 16 | 70 |
| HELENA | 2 | 3 | 3 | 8 | 2 | 3 | 1 | 3 | 1 |  | 5 | 4 | 3 |  | 1 | 1 |  |  | 1 | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  | 28 | 3 | 5 |  |  |  | 1 |  |  | 9 | 7 | 7 |  |  |  |  | 14 | 59 |
| C.M.R. | 2 |  |  | 2 |  | 3 |  | 1 |  |  |  | 2 |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 7 | 1 | 1 |  |  |  |  |  |  | 2 | 2 | 3 |  |  |  |  | 5 | 16 |
| N. DAKOTA | 1 |  |  | 1 |  | 1 |  |  |  | 1 |  |  | 2 |  | 1 | 1 |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 7 | 1 |  |  |  |  |  |  |  | 1 |  |  |  |  |  |  |  | 9 |
| TOTAL FIELD OFFICE | 9 | 9 | 11 | 29 | 7 | 14 | 1 | 10 | 3 | 1 | 8 | 22 | 15 |  | 4 | 6 | 2 |  | 3 | 5 | 2 |  | 3 |  |  |  |  |  |  |  |  |  | 3 |  |  |  |  |  |  |  |  |  | 109 | 11 | 16 |  |  |  | 3 |  |  | 30 | 24 | 25 |  |  |  |  | 49 | 217 |
| MONTANA STATE OFFICE | 2 | 5 | ** 9 | 16 | 1 | 2 | 1 | 2 | 2 | 2 | 1 | 1 | 3 | 1 | 1 | 1 | 1 | 1 | 2 | 2 | 2 | 1 | 1 | 2 | 1 | 1 | 1 | 1 | 1 | 1 |  | 1 | 1 | 1 | 1 | 1 | 3 | 9 | 7 | 1 | 1 | 2 | 64 | 6 | 23 | 8 | 1 | 1 | 3 | 6 | 1 | 49 | 1 |  | 6 | 3 | 2 | 2 | 14 | 144 |
| STATE TOTALS | 11 | 14 | 20 | 45 | 8 | 16 | 2 | 12 | 5 | 3 | 9 | 23 | 18 | 1 | 5 | 7 | 3 | 1 | 5 | 7 | 4 | 1 | 4 | 2 | 1 | 1 | 1 | 1 | 1 | 1 |  | 1 | 4 | 1 | 1 | 1 | 3 | 9 | 7 | 1 | 1 | 2 | 173 | 17 | 39 | 8 | 1 | 1 | 6 | 6 | 1 | 79 | 25 | 25 | 6 | 3 | 2 | 2 | 63 | 360 * |

NOTES:

1. * Includes eight positions over approved FY 76 headcount. (See proposed table of organization)
2. Less than full time positions are included but not designated.
3. ** Branch Chiefs

## POSITION AND SKILLS SUMMARY CHART
## PROPOSED ORGANIZATION

## 5.3 ORGANIZATION AND STAFFING: STATE OFFICE

Workload figures were not applied to the State Office, and no attempt was made to determine staffing and workload for all skills. However, there are role overlaps or duplication of some skill areas between Divisions which should be corrected.

The Study Team emphasizes that the recommendations are made with the qualification that not all State Office functions received a full and quantitative analysis.

### 5.3.1 Minerals or Geology Positions

It is recommended that all mineral functions not associated with adjudication or environmental impact statements be located in the Division of Resources. Currently, minerals or geologic expertise is organizationally located in three places: one position in the Division of Resources responsible for policy, program direction, and guidance; one position in the Branch of Environmental Assessment for geologic input to Environmental Impact Statements; and two positions in the Division of Technical Services, with one position for technical advice and casework-oriented activities, and the other being primarily a field position.

This field position should be placed in the Districts, and if State Office training details are necessary, the position should go to the State Office from the field, rather than vice versa. Since this position is now vacant, it should not be filled at the State Office. The other Technical Services' minerals position should be placed in the Division of Resources. This would place all minerals functions, including field technical assistance, in one organizational group.

Also, the Division of Technical Services should handle only the adjudicative functions in the minerals and energy fields. Therefore, the geothermal program development and management role, now in the Division of Technical Services, should be combined into the other minerals functions in the Division of Resources.

### 5.3.2 Realty Positions

It is recommended that all program guidance, technical advice, and review functions of realty (lands) be located in the Division of Resources. Duplicate functions are now in the Division of Resources and the Division of Technical Services, and both Divisions provide technical field assistance. Therefore, the Lands and Minerals position in the Division of Technical Services should be assigned to the Division of Resources. However, all adjudicative functions would remain in the Division of Technical Services.

### 5.3.3 Environmental Protection (Surface Protection)

It is recommended that the current Surface Protection Specialist position in the Division of Technical Services focus on operational matters and be redesignated to the more encompassing title of Environmental Protection Specialist.

Duplication now occurs in Surface Protection (Environmental Protection) because of positions in both Resources and Technical Services Divisions. The Technical Services position is concerned with protective stipulation development and quality control, and the Resources position provides policy. Since Environmental Protection by its nature must be interdisciplinary, the policy functions in the Division of Resources should be performed on an interdisciplinary basis by all staff specialists in Resources, and not by a specific position.

The redesignation of the Surface Protection Specialist position in Technical Services to an Environmental Protection Specialist position, would correspond with the proposed District organization which would have Environmental Protection Specialists located in the Division of Operations.

### 5.3.4 Division of Resources Branch Structure

It is recommended that the current Branch of Biological Resources and Branch of Lands and Minerals, within the Division of Resources, be broken down into: (1) Branch of Renewable Resources, (2) Branch of Human and Cultural Resources, and (3) Branch of Non-Renewable Resources.

This action will improve management and supervision, and will also enhance the opportunities for program development, program continuity, and coordination of closely allied and interdisciplinary skills.

With the previous recommendations of transferring all non-adjudicative realty (lands) and minerals positions from the Division of Technical Services, the Division of Resources should then be able to provide program direction, quality control, and technical field assistance to field offices, without role overlap problems inherent to the old organization.

### 5.3.5 Planning Coordinator (Regional Planner)

It is recommended that one of the two Regional Planner positions be eliminated, and that a Planning Coordinator position be established.

The two Regional Planners are informally functioning in the two roles at the present time. Formalizing the structure and defining roles would eliminate responsibility conflicts and clarify functions for State and Field Office operations.

### 5.3.6 Personnel Specialist

It is recommended that an experienced Personnel Specialist be added to the Division of Management Services.

District and State Office interviews strongly identified the need for a Personnel "Generalist" with full technical competence in preclassification, counseling, training, employee development, personnel and position management and performance improvement. The Study Team recommends that this position be established at not less than a GS-11 level, within the Division of Management Services.

### 5.3.7 Environmental Education Specialist

It is recommended that an Environmental Education Specialist be added to the Public Affairs Branch.

There is a need for this skill at the State Office level, and since it involves considerable public contact and involvement, the Public Affairs Staff was selected as the proper organizational location. However, considerable technical input on public involvement in key environmental issues should be obtained from the Branch of Environmental Assessment.

### 5.3.8 Field Environmental Impact Statement Teams

It is recommended that no field environmental impact statement teams be established at the District Offices. The Branch of Environmental Assessment, when staffed to its approved level, will have the capability to handle many environmental impact statement projects.

### 5.3.9 Retain State Government Liaison in State Office

It is recommended that the liaison function for policy, guidance, or interpretation with state governments continue to be a function of the State Director. Several methods of improving coordination and cooperative relations with state agencies are possible. However, it must be recognized that even though this is important, it is not a full-time workload.

Field offices should develop liaison with state and local agencies. The State Office should clearly define the roles of the Districts and State Office so that effective and coordinated working relationships are developed and maintained.

### 5.3.10 Name Changes

(1) It is recommended that the Branch of Engineering, in the Division of Technical Services, be renamed the Branch of Field Office Operations. The role of the Branch includes not only the engineering program, but also access acquisition, fire control, electronic communications, cartography, and drafting functions. This proposed name change will also more closely associate the Branch with its field office counterpart (Division of Operations).

(2) It is recommended that consideration be given to elevating the Planning Coordination Staff to a Division level. The Branch of Environmental Assessment is included in the structure, and the role has expanded from a staff function to an operational function. The proposed name would be the Division of Planning which would more closely correspond to the Washington Office Division.

### 5.3.11 Safety Program

It is recommended that the Safety Officer position, in the Division of Management Services, be transferred to the Branch of Field Operations, in the Division of Technical Services. This Branch is responsible for providing District support, guidance, and quality overview for developmental and maintenance projects, fire control, access, and signing.

The placement of the Safety position in the Branch of Field Operations, in the Division of Technical Services, corresponds with the proposed District organization which places the Safety Program in the Division of Operations. This realignment would facilitate program guidance and direction from the State Office staff and would also provide for more standardization and uniformity.

### 5.3.12 Program Analyst Functions

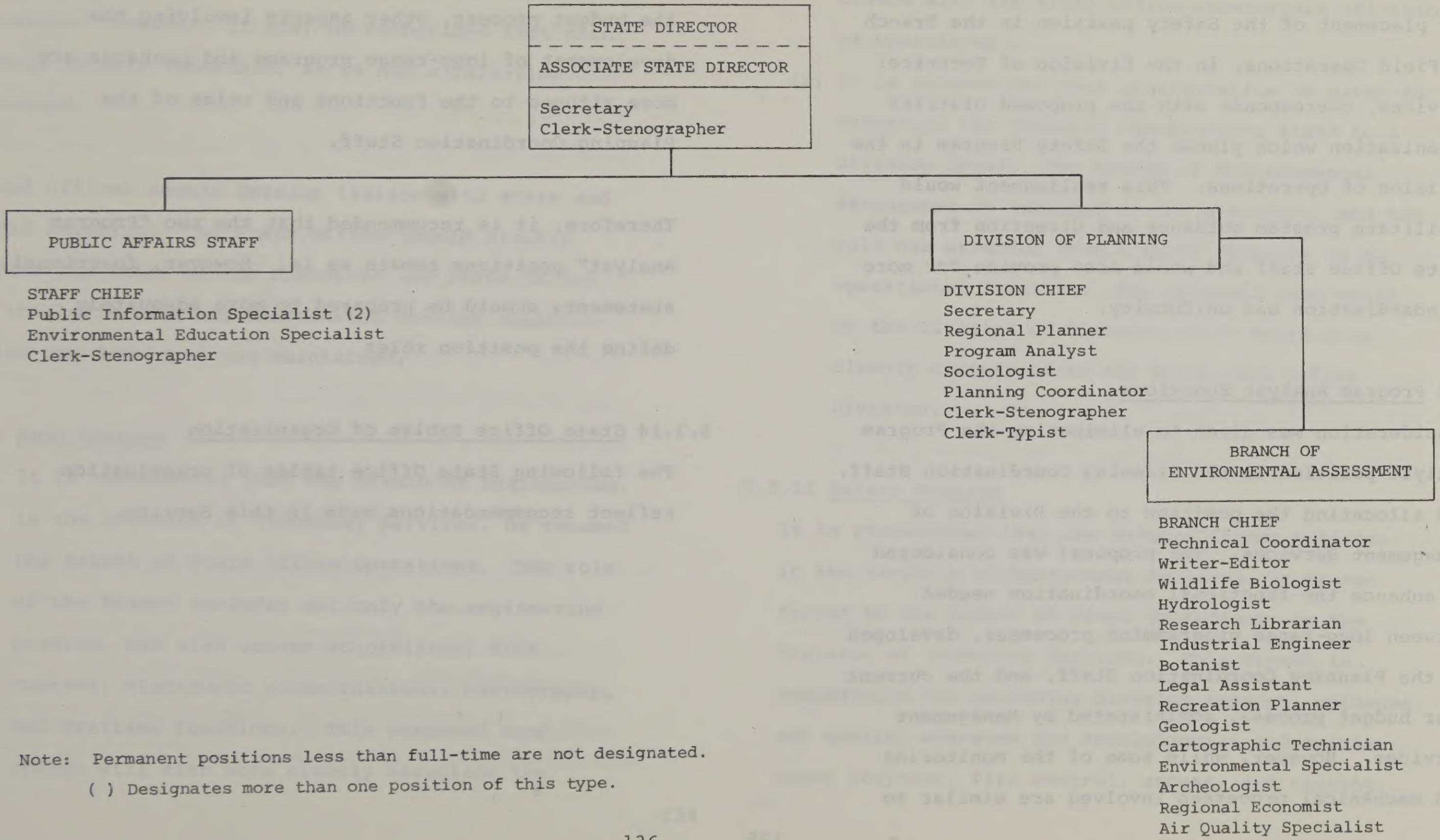
Consideration was given to eliminating the Program Analyst position in the Planning Coordination Staff, and allocating the position to the Division of Management Services. The proposal was considered to enhance the functional coordination needed between long-range programming processes, developed by the Planning Coordination Staff, and the current year budget process, administered by Management Services. However, while some of the monitoring and mechanical processes involved are similar to the budget process, other aspects involving the development of long-range programs and packages are more attuned to the functions and roles of the Planning Coordination Staff.

Therefore, it is recommended that the two "Program Analyst" positions remain as is. However, functional statements should be prepared to more adequately define the position roles.

### 5.3.14 State Office Tables of Organization

The following State Office tables of organization reflect recommendations made in this Section.

## PROPOSED TABLE OF ORGANIZATION
## MONTANA STATE OFFICE



STATE DIRECTOR

ASSOCIATE STATE DIRECTOR

Secretary
Clerk-Stenographer

PUBLIC AFFAIRS STAFF

STAFF CHIEF
Public Information Specialist (2)
Environmental Education Specialist
Clerk-Stenographer

DIVISION OF PLANNING

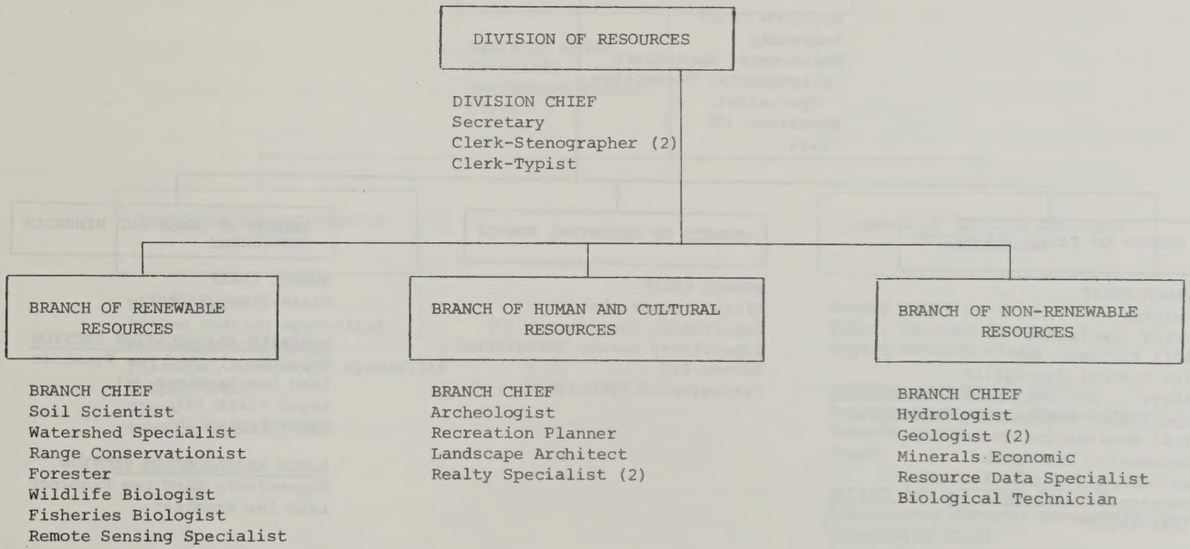
DIVISION CHIEF
Secretary
Regional Planner
Program Analyst
Sociologist
Planning Coordinator
Clerk-Stenographer
Clerk-Typist

BRANCH OF
ENVIRONMENTAL ASSESSMENT

BRANCH CHIEF
Technical Coordinator
Writer-Editor
Wildlife Biologist
Hydrologist
Research Librarian
Industrial Engineer
Botanist
Legal Assistant
Recreation Planner
Geologist
Cartographic Technician
Environmental Specialist
Archeologist
Regional Economist
Air Quality Specialist

Note: Permanent positions less than full-time are not designated.
( ) Designates more than one position of this type.

## PROPOSED TABLE OF ORGANIZATION
## MONTANA STATE OFFICE


DIVISION OF RESOURCES
DIVISION CHIEF
Secretary
Clerk-Stenographer (2)
Clerk-Typist
BRANCH OF RENEWABLE RESOURCES
BRANCH CHIEF
Soil Scientist
Watershed Specialist
Range Conservationist
Forester
Wildlife Biologist
Fisheries Biologist
Remote Sensing Specialist
BRANCH OF HUMAN AND CULTURAL RESOURCES
BRANCH CHIEF
Archeologist
Recreation Planner
Landscape Architect
Realty Specialist (2)
BRANCH OF NON-RENEWABLE RESOURCES
BRANCH CHIEF
Hydrologist
Geologist (2)
Minerals Economic
Resource Data Specialist
Biological Technician

Note: Permanent positions less than full-time are not designated.

( ) Designates more than one position of this type.

# PROPOSED TABLE OF ORGANIZATION
# MONTANA STATE OFFICE

## DIVISION OF TECHNICAL SERVICES

- DIVISION CHIEF
- Secretary
- Enforcement Specialist
- Environmental Protection Specialist
- Appraiser (3)
- Clerk

### BRANCH OF FIELD OPERATIONS

- BRANCH CHIEF
- Secretary
- Access Specialist
- Civil Engineer (2)
- Fire Control Specialist
- Safety
- Supervisory Engineering Technician
- Civil Engineering Technician
- Engineering Draftsman
- Cartographic Technician (3)
- Electronic Technician (2)
- Clerk-Typist

### BRANCH OF CADASTRAL SURVEY

- BRANCH CHIEF
- Clerk-Stenographer
- Supervisory Land Survey (9)
- Supervisory Survey Technician
- Survey Aid
- Cartographic Technician

### BRANCH OF LANDS AND MINERALS

- BRANCH CHIEF
- Clerk-Stenographer

MINERALS ADJUDICATION SECTION

- Supervisory Land Law Examiner
- Land Law Examiner (6)
- Legal Clerk (2)
- Clerk-Typist (3)

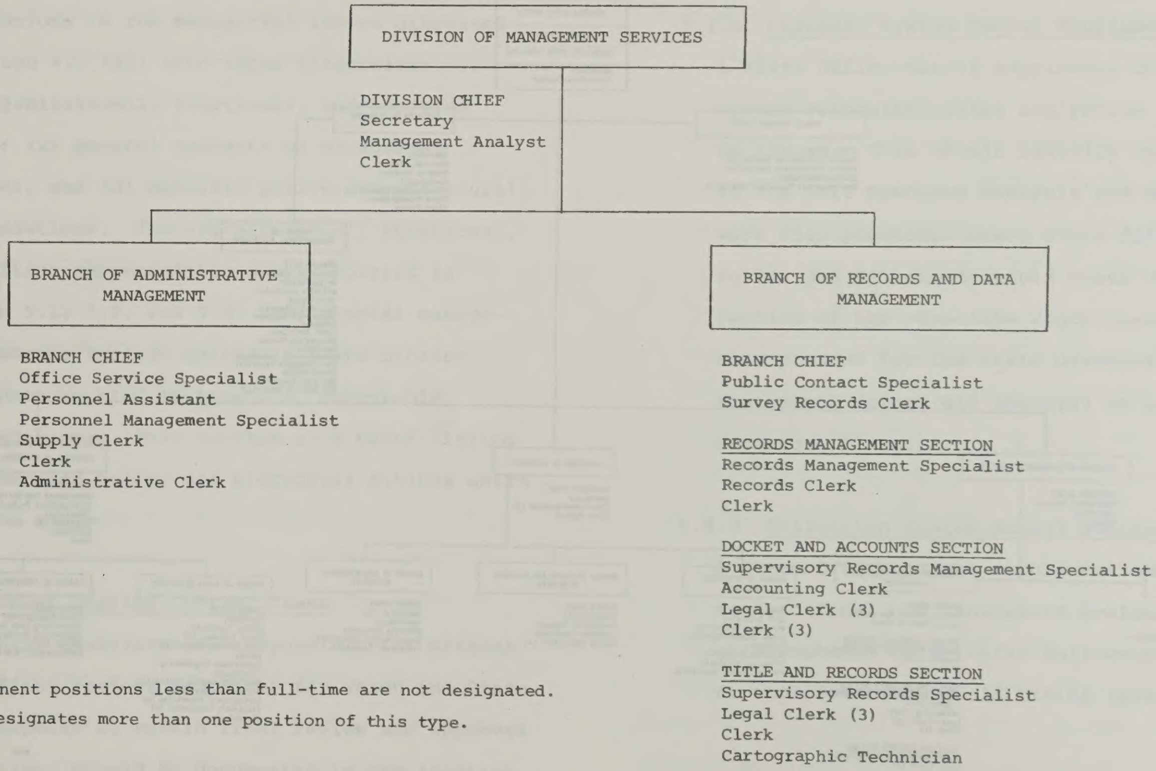
LANDS ADJUDICATION SECTION

- Supervisory Land Law Examiner
- Land Law Examiner

Note: Permanent positions less than full-time are not designated.

( ) Designates more than one position of this type.

## PROPOSED TABLE OF ORGANIZATION
## MONTANA STATE OFFICE



**DIVISION OF MANAGEMENT SERVICES**

DIVISION CHIEF
Secretary
Management Analyst
Clerk

**BRANCH OF ADMINISTRATIVE MANAGEMENT**

BRANCH CHIEF
Office Service Specialist
Personnel Assistant
Personnel Management Specialist
Supply Clerk
Clerk
Administrative Clerk

**BRANCH OF RECORDS AND DATA MANAGEMENT**

BRANCH CHIEF
Public Contact Specialist
Survey Records Clerk

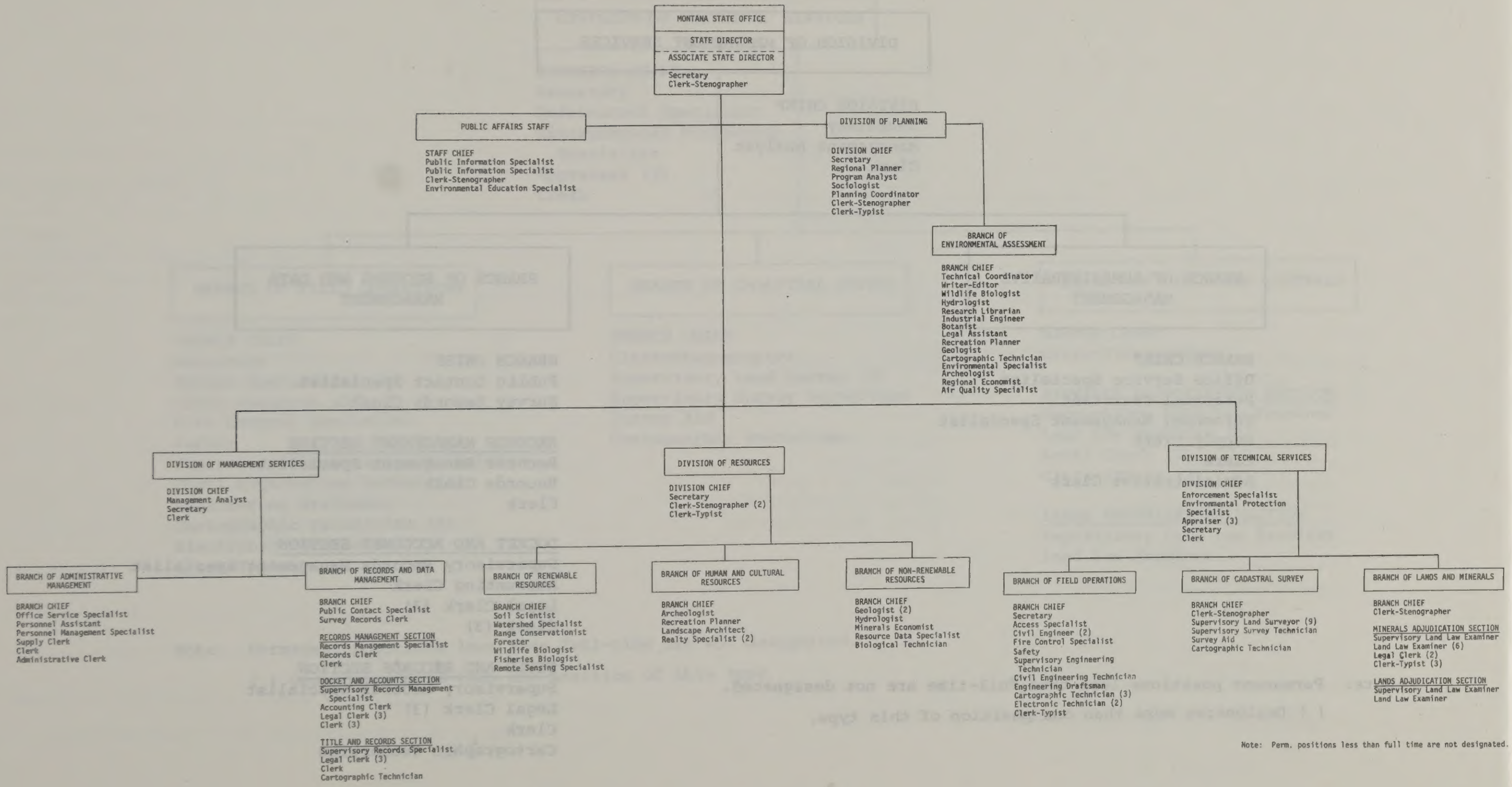
RECORDS MANAGEMENT SECTION
Records Management Specialist
Records Clerk
Clerk

DOCKET AND ACCOUNTS SECTION
Supervisory Records Management Specialist
Accounting Clerk
Legal Clerk (3)
Clerk (3)

TITLE AND RECORDS SECTION
Supervisory Records Specialist
Legal Clerk (3)
Clerk
Cartographic Technician

Note: Permanent positions less than full-time are not designated.
( ) Designates more than one position of this type.

# PROPOSED MONTANA STATE OFFICE TABLE OF ORGANIZATION


MONTANA STATE OFFICE
STATE DIRECTOR
ASSOCIATE STATE DIRECTOR
Secretary
Clerk-Stenographer
PUBLIC AFFAIRS STAFF
STAFF CHIEF
Public Information Specialist
Public Information Specialist
Clerk-Stenographer
Environmental Education Specialist
DIVISION OF PLANNING
DIVISION CHIEF
Secretary
Regional Planner
Program Analyst
Sociologist
Planning Coordinator
Clerk-Stenographer
Clerk-Typist
BRANCH OF ENVIRONMENTAL ASSESSMENT
BRANCH CHIEF
Technical Coordinator
Writer-Editor
Wildlife Biologist
Hydrologist
Research Librarian
Industrial Engineer
Botanist
Legal Assistant
Recreation Planner
Geologist
Cartographic Technician
Environmental Specialist
Archeologist
Regional Economist
Air Quality Specialist
DIVISION OF MANAGEMENT SERVICES
DIVISION CHIEF
Management Analyst
Secretary
Clerk
DIVISION OF RESOURCES
DIVISION CHIEF
Secretary
Clerk-Stenographer (2)
Clerk-Typist
DIVISION OF TECHNICAL SERVICES
DIVISION CHIEF
Enforcement Specialist
Environmental Protection Specialist
Appraiser (3)
Secretary
Clerk
BRANCH OF ADMINISTRATIVE MANAGEMENT
BRANCH CHIEF
Office Service Specialist
Personnel Assistant
Personnel Management Specialist
Supply Clerk
Clerk
Administrative Clerk
BRANCH OF RECORDS AND DATA MANAGEMENT
BRANCH CHIEF
Public Contact Specialist
Survey Records Clerk
RECORDS MANAGEMENT SECTION
Records Management Specialist
Records Clerk
Clerk
DOCKET AND ACCOUNTS SECTION
Supervisory Records Management Specialist
Accounting Clerk
Legal Clerk (3)
Clerk (3)
TITLE AND RECORDS SECTION
Supervisory Records Specialist
Legal Clerk (3)
Clerk
Cartographic Technician
BRANCH OF RENEWABLE RESOURCES
BRANCH CHIEF
Soil Scientist
Watershed Specialist
Range Conservationist
Forester
Wildlife Biologist
Fisheries Biologist
Remote Sensing Specialist
BRANCH OF HUMAN AND CULTURAL RESOURCES
BRANCH CHIEF
Archeologist
Recreation Planner
Landscape Architect
Realty Specialist (2)
BRANCH OF NON-RENEWABLE RESOURCES
BRANCH CHIEF
Geologist (2)
Hydrologist
Minerals Economist
Resource Data Specialist
Biological Technician
BRANCH OF FIELD OPERATIONS
BRANCH CHIEF
Secretary
Access Specialist
Civil Engineer (2)
Fire Control Specialist
Safety
Supervisory Engineering Technician
Civil Engineering Technician
Engineering Draftsman
Cartographic Technician (3)
Electronic Technician (2)
Clerk-Typist
BRANCH OF CADASTRAL SURVEY
BRANCH CHIEF
Clerk-Stenographer
Supervisory Land Surveyor (9)
Supervisory Survey Technician
Survey Aid
Cartographic Technician
BRANCH OF LANDS AND MINERALS
BRANCH CHIEF
Clerk-Stenographer
MINERALS ADJUDICATION SECTION
Supervisory Land Law Examiner
Land Law Examiner (6)
Legal Clerk (2)
Clerk-Typist (3)
LANDS ADJUDICATION SECTION
Supervisory Land Law Examiner
Land Law Examiner

Note: Perm. positions less than full time are not designated.

## 5.4 POLICY AND PROCEDURES

The solutions to the managerial issues discussed in Section 4.2 fall into three categories: (1) organizational, functional, and position changes; (2) general comments on management practices; and (3) specific policy and procedural recommendations. The organizational, functional, and position recommendations were covered in Sections 5.1, 5.2, and 5.3. The general management comments are not carried forward because they cannot be tied to tangible, measurable recommendations. This Section is a brief listing of recommended policy and procedural actions which should be taken.

### 5.4.1 Document Quality Control Items

Items which Districts are responsible for without State Office review, and items for which the State Office expects to retain final review and approval prerogative, should be documented in one location.

### 5.4.2 Planning System Manual Supplement

A State Office manual supplement covering planning system responsibilities and review procedures should be issued. This should identify specific stages in the Unit Resource Analysis and Management Framework Plan processes where State Office technical review and assistance would occur under the direction of the Associate State Director. It should also provide for the State Director to make final management review and approval on all Management Framework Plans.

### 5.4.3 Evaluation System Manual Supplement

A State Office manual supplement should be issued on functional and management evaluation procedures, with emphasis on specific follow-up requirements at both State and Field Office levels.

### 5.4.4 Environmental Analysis Manual Supplement

A State Office manual supplement should be issued on environmental analysis procedures and responsibilities. It should stress standards for different type actions, responsibilities at different levels, State Office review procedures, public participation, relationship to planning efforts, and other considerations.

### 5.4.5 State Office Contact Directory

A State Office contact directory, which shows and defines each position with a major lead responsibility, should be developed and made available to Montana Field Offices, other BLM offices, and other groups or agencies.

### 5.4.6 Statewide Functional Responsibility Statements

Narrative functional statements should be developed for the State Office, District Offices, the Charles M. Russell National Wildlife Range, and the North Dakota Project Office. These should be based on summary functional tables and charts reflected in Appendix B and C.

### 5.4.7 Position Description Review

The State should thoroughly review and update all position descriptions, job elements, and job standards. This review should also insure appropriate functional statements and delegations of authority. It should also reflect lead and coordination responsibilities.

### 5.4.8 Program Outlook Guide Update Procedure

A formal system should be developed for continually updating the Program Outlook Guide developed in conjunction with this study, and procedures for issuing supplemental information and direction should be considered.

5.4.9 Managerial Training and Recruitment Memorandum

The State Director should direct preparation of an issue paper on managerial training and recruitment, based in part on the findings of the Study Team.

5.4.10 Clarify the Role of the Manpower Board

The State Director should clarify the role of the Manpower Board to all BLM personnel.

5.4.11 State Delegation of Authority Manual

The State Office should develop and issue a Delegation of Authority Manual which documents all formal authorities and procedures for redelegations.

5.4.12 Priority Action Documents Review Procedure

A more formalized system should be developed to encompass the areas of completed staff work procedures, staff review, and State Director briefing and action on priority actions. This should include provisions for staff review, surnaming, and

routing, if different from normal mail procedures.

5.4.13 Supervisory Training

The State Director should insure that all supervisory and managerial personnel have at minimum completed the Bureau's Phase 1 and 2 supervisory training courses, regardless of Civil Service Commission equivalency requirements. Intensive management training for top managers should also be developed with the assistance of the Denver Service Center.

5.4.14 Employee Orientation

The State Office should develop an orientation process to be given immediately to all new employees. This should be in addition to other general BLM orientation programs.

5.4.15 Technical Supervisory Relationships

The State Office should develop procedures for including consultation between State Office program leaders and supervisors of one-of-a-kind specialists in the District Offices, for supervisory appraisals from technical specialty viewpoint.

### 5.4.16 Paperwork Review Program

The State should develop a formal, intensive, paperwork review program at the State Office level.

### 5.4.17 District Procurement Authority

Districts should be allowed to procure all items within their approved Annual Work Plan, limited only by consolidated State Office procurement.

### 5.4.18 Improved Work Environment

Every effort should be made to improve present office spaces and work environments. Office space should be carefully evaluated in conjunction with implementation of the proposed organization, and adequate, and properly designed and furnished work space should be provided. This would include conference space and a major research library area in the State Office, and a combination of library-conference area in each District Office.

### 5.4.19 Reduced Number of Committees and Teams

Reduce the number of committees and ad hoc teams used for priority or management issues. Build responsibilities into existing organizational units, and permanently staff these units accordingly.

### 5.4.20 Group Responsibility Assignments for Budgeting

Assign responsibilities to existing positions which provides for handling of the budget process on an interdisciplinary group basis, at the program leader level. Lead responsibility should be in the Division of Management Services.

### 5.4.21 Use of Management Study Program Analysis Data and Formats

The program and workload analysis process, developed by the Study Team, should be refined and used as a basis for continuing monitoring of staffing, workloads, and program emphasis within the organization.

# Alternatives

# 6. ALTERNATIVES

The Study Team evaluated all reasonable organizational structures compatible to BLM's resource management mission. A less detailed analysis was also conducted for the State Office. (See initial study criteria.) All considerations explained in Sections 1.2, 4.1, and 4.2 were used in testing the various organizational options.

## 6.1 PRESENT ORGANIZATION WITH MINOR ADJUSTMENTS

Interviews, workload analyses, past evaluations, and experience of managers identified a number of organizational problems in the present field structure. Many of these problems were addressed in Section 4.1. The following issues are some of those relating specifically to the existing District locations, organization, staffing, and functions.

(1) Analysis of manpower and program management reports indicated considerable variation in workload and staffing relationships, within or between programs, and from District to District.

(2) The workload estimate process showed even greater discrepancies in workload and staffing. Responsibilities estimated for some existing Resource Areas surpassed those of some existing Districts.

(3) Overhead-to-staff ratios are very irregular, ranging from 1:1 to 1:14, without corresponding differences in responsibility or grade levels.

(4) Input/output ratios are inconsistent under similar or proportional staffing conditions.

(5) Under the existing organization, several Districts are lacking scarce skills for new, important programs. Typical examples are: access, archeology, and public information.

(6) Many staff specialists are required to represent two or more resource specialties. These employees

naturally tend to give more attention to the fields they are most confortable with, thereby giving inadequate attention to others.

(7) Due largely to a lack of balanced staffing, professional employees are required to be involved, to an inordinate degree, in non-professional work; and non-professionals are required to be overly involved in professional work.

(8) BLM field offices lack staff capability to coordinate efforts in many of the Bureau's newer roles, such as in environmental analysis and comprehensive land and resource planning.

(9) A large amount of routine staff work is required to support decisions and questions of headquarters offices. Supplying the data consumes considerable time, and there is some duplication of effort with the present field structure. Supporting these efforts restricts capability of the Districts to conduct "field" type work.

(10) There is a certain lack of efficiency throughout the State, which is caused by coal fields, wildlife areas, etc., being split between two or more Districts. Processing the entire block of values in one management unit would allow improved efficiencies.

These and other problems were weighed against facts which supported the existing field structures. These facts included:

(1) Disruption to work programs and people; and morale problems would be caused by any significant realignment.

(2) Established location and structure are known to clientele.

(3) Facilities already exist.

A combination of (1) problems associated with the present structure, and (2) opportunities for better, more comprehensive management with a different organization and office configuration, led the Team to rule out the present pattern. Therefore, the problems connected with the current organization make it necessary to modify the organization.

## 6.2 FOUR DISTRICT OFFICES

Lengthy consideration was given to a four District Office structure. It was the major alternative to that finally recommended. Such an option would have combined the existing Dillon and Missoula Districts into a new Helena District; would have combined the existing Billings District into the Lewistown District; and would have retained the existing Malta District and Miles City District (plus the North Dakota Project and Charles M. Russell National Wildlife Range). This basic proposal has been offered as a better configuration for Montana BLM by many BLM employees for several years.

The Team chose not to recommend the four District approach for the following reasons:

(1) Significant workload imbalances would continue to exist. The projected workload for the Billings-Lewistown combination would still be less than that of other Districts, and would in some cases be less than that of some Resource Areas. The projected workloads in the four District configuration would be approximately as follows:

| | Annual Man Months Distribution |
|---|---|
| Dillon - Missoula | 525.0 |
| Billings - Lewistown | 255.0 |
| Malta | 488.6 |
| Miles City | 609.9 |

(2) Benefits to resource management and the public user would not be greatly less with Resource Area headquarters, rather than District Offices, at Billings and Lewistown.

(3) Overhead position savings in the three District proposal provides for additional on-the-ground staffing throughout the entire state and within the affected Billings and Lewistown areas. This savings would also provide scarce skills not otherwise available within the state.

(4) The three District concept groups similar resources into zones. This would not be possible in the four Districts.

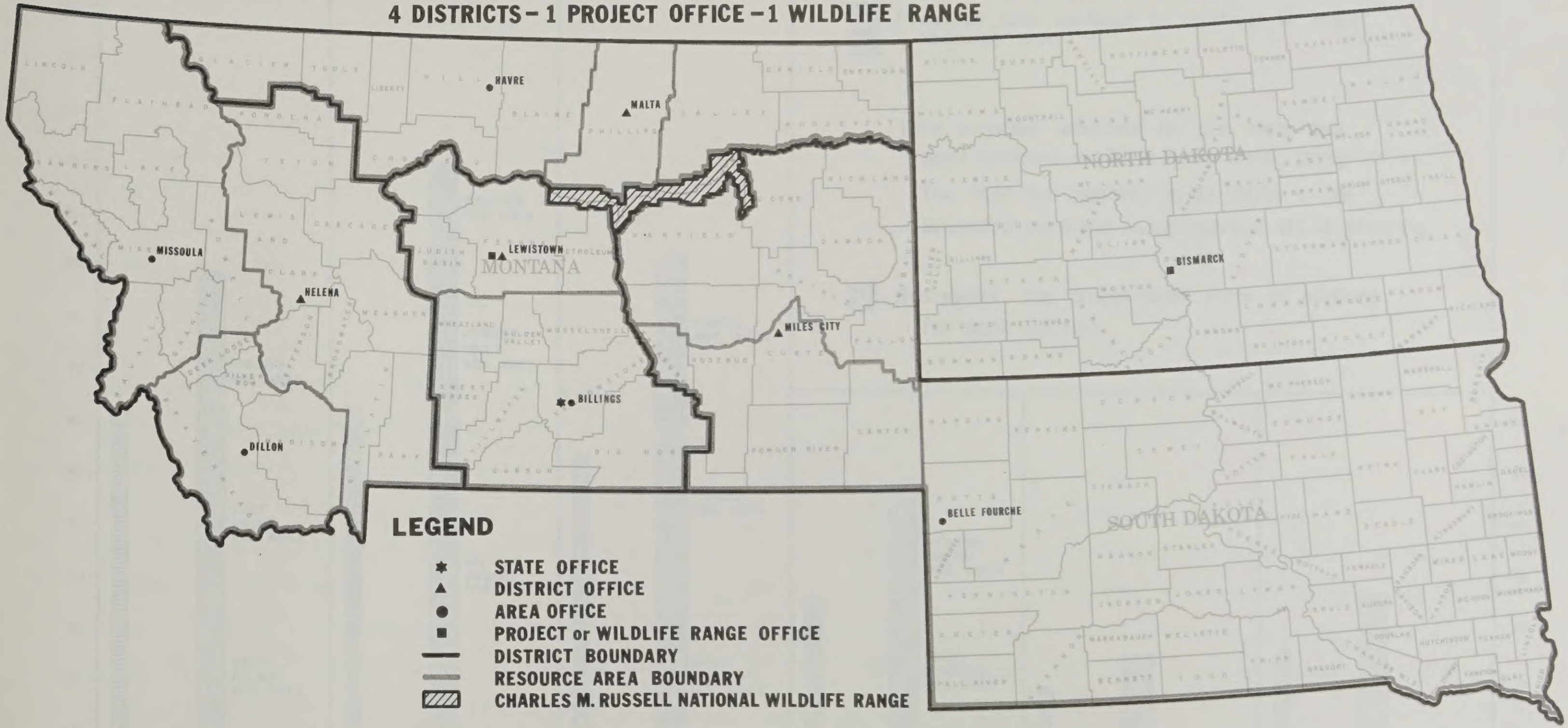
(5) The three District concept would reduce State Office leadership and coordination problems.

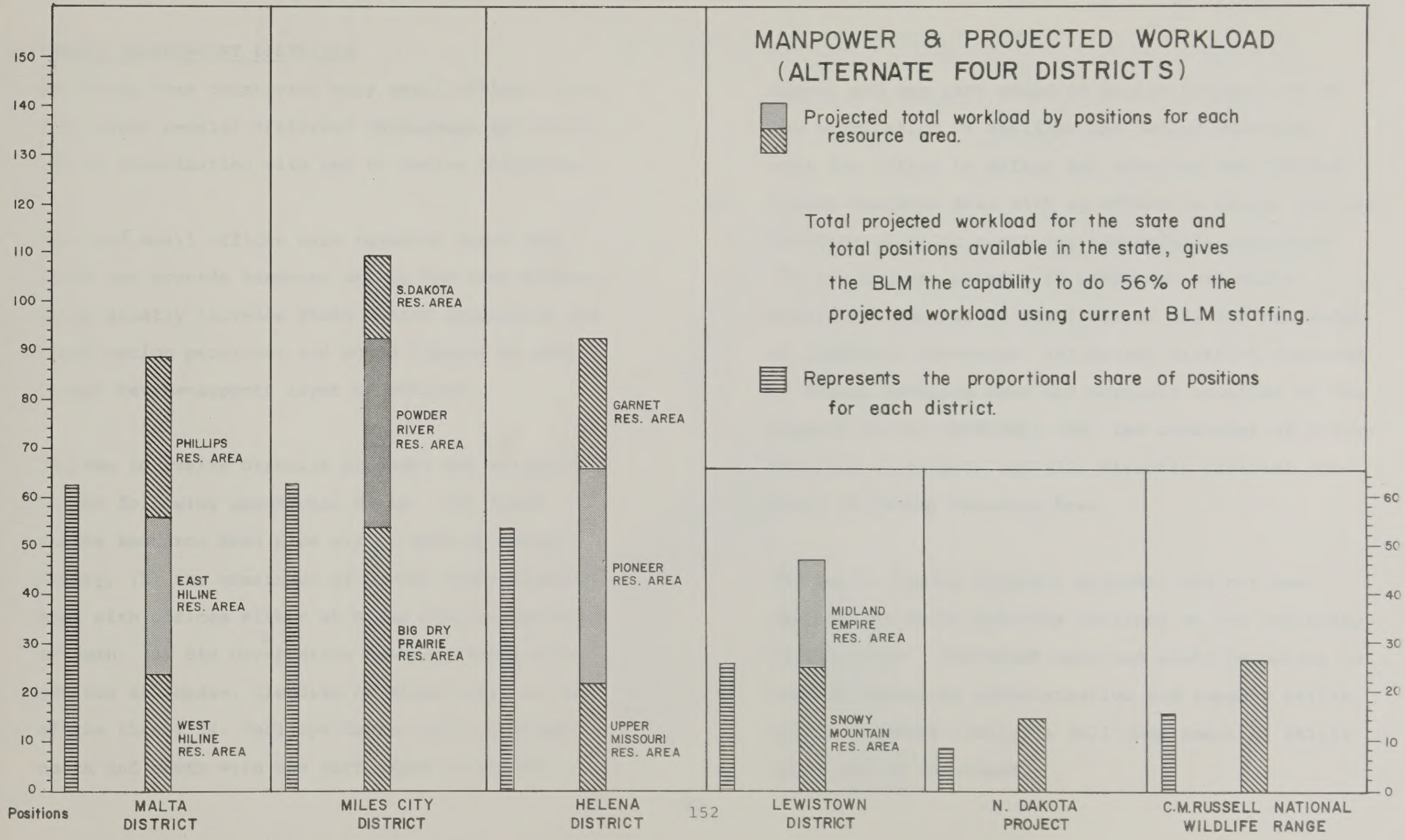
(6) The three District concept provides for more overall similarity of organization and staffing. This would tend to make workloads and responsibility assignments more comparable, allow better use of skills, and increase overhead efficiency, without losing any real opportunities available in a four District concept.

The following map and figure show the alternate four District concept boundaries and manpower and projected workload.

# ALTERNATE BOUNDARIES AND OFFICE LOCATIONS

## 4 DISTRICTS - 1 PROJECT OFFICE - 1 WILDLIFE RANGE


HAVRE
MALTA
MISSOULA
HELENA
LEWISTOWN
MONTANA
MILES CITY
BILLINGS
DILLON
NORTH DAKOTA
BISMARCK
SOUTH DAKOTA
BELLE FOURCHE
LEGEND
✱ STATE OFFICE
▲ DISTRICT OFFICE
● AREA OFFICE
■ PROJECT or WILDLIFE RANGE OFFICE
DISTRICT BOUNDARY
RESOURCE AREA BOUNDARY
▨ CHARLES M. RUSSELL NATIONAL WILDLIFE RANGE



MANPOWER & PROJECTED WORKLOAD (ALTERNATE FOUR DISTRICTS)

Total projected workload for the state and total positions available in the state, gives the BLM the capability to do 56% of the projected workload using current BLM staffing.

## 6.3 SMALL INDEPENDENT DISTRICTS

The Study Team considered very small offices (less than three people) scattered throughout the state, and an organization with ten to twelve Districts.

The very small offices were rejected since they could not provide adequate skills for each office; would greatly increase State Office leadership and coordination problems; and would require an additional review-support layer of offices.

The ten to twelve District proposal was analyzed on the following geographic basis: (1) South Dakota Resource Area plus all or part of Carter County; (2) the remainder of Powder River Resource Area with offices either at Miles City or Broadus, or both; (3) Big Dry-Prairie Resource Areas with offices at Jordan, Glendive or Miles City, or two of the three; (4) Phillips County split between north and south with one part added to Valley County and one part added to Blaine County; (5) or the combination of Phillips and Valley Counties, with the office in Malta; and creating new Glacier-Blaine Resource Area with an office in Havre; (6) the Billings District remaining essentially unchanged; (7) the western portion of Lewistown and Malta Districts combined at Great Falls; (8) the remainder of Lewistown unchanged; (9) Helena District composed of Helena Resource Area and northern counties of the present Dillon District; (10) the remainder of Dillon District unchanged; and (11) Missoula District composed of Garnet Resource Area.

The ten to twelve District proposal did not meet many of the basic criteria outlined at the beginning of the study. Increased overhead would be needed to provide technical administrative and support skills. Within manpower limits, a full complement of skills could not be developed.

Leadership and coordination for the State Office would become more difficult. It would be difficult to balance workloads by geographic rearrangement. When projected workload and skill types were analyzed and considered, using the study criteria and recommended organizational changes, the ten to twelve District concept did not compare with the concepts of centralizing for efficiency.

# Implementation

# 7. IMPLEMENTATION

## 7.1 STUDY REVIEW AND APPROVAL PROCESS

After an informal review and preliminary clearance by the BLM Director in Washington, the State Director of Montana will submit the Study Team's report for employee and public review. The comments received will be summarized and analyzed. The State Director of Montana will make a formal management and organization recommendation (based on employee and public comments) to the BLM Director for final review and approval. When formal approval is received, the State Director will prepare a detailed implementation plan and schedule.

## 7.2 IMPLEMENTATION PROCEDURES AFTER STUDY REVIEW AND APPROVAL

Any significant organizational adjustments resulting from the Montana Management Study will require considerable thought and effort to implement. A high degree of sensitivity and professionalism will be required by all involved personnel.

The following list of some of the more important factors should be considered during this critical phase of the project.

### 7.2.1 Denver Service Center Assistance

Assistance should be obtained from the Denver Service Center for personnel and staffing considerations.

### 7.2.2 Functional Statements and Organizational Manual

Functional statements and an organizational manual should be developed. Functional statements are the basis for (1) position descriptions, (2) classification, and (3) employee placement interviews.

They must be understood for good personnel and position management to occur throughout the reorganization process. The Management Study has developed a broad framework, toward this end, which is found in Appendix B and C. This may need to be modified, depending on comments received during the review and approval process.

### 7.2.3 Delegation of Authority Statements

Comprehensive delegation of authority statements for all levels of the organization should be prepared and issued. Responsibility should be balanced with accountability to help insure proper organizational functioning.

### 7.2.4 Position Descriptions

Position descriptions, based on tables of organization, functional statements, and delegations of authority should be developed for the new organization. These position descriptions will be used as a basis for recruitment and placement decisions, and should emphasize key management areas or new skill types.

### 7.2.5 Skills Inventory

A skills inventory should be conducted in the three-state BLM administrative area, and personal discussions should be held with all employees who might be affected by changes. These might be conducted by special teams made up of representatives of the State Office and Service Center. In every instance, qualified personnel specialists should be involved to answer employee's questions, explain employees' rights, counsel on career opportunities, etc. An all-District meeting should explain the new organization. Interviews should obtain employee background and their geographic and job preferences wherever changes may occur.

### 7.2.6 Classification Review

Classification review of position descriptions, etc., should be handled by the State Office, Denver Service Center, and Washington Office, in a timely fashion, to expedite any proposed changes. Time lags in personnel management destroys employee morale, which may adversely affect successful implementation of the recommendations.

### 7.2.7 Washington Office Briefing

After all information to implement the proposed organization has been gathered, a Washington Office briefing should be held. Key issues such as budgetary concerns (position allocation, ceilings, average grade, moving costs), position classification, and probable or possible personnel placements should be covered.

### 7.2.8 Recruitment and Placement Schedule

As soon as implementation procedures in Item 7.2.7 have been approved, a recruitment and placement schedule should be developed. Memos and in-depth personal explanations should be held at District Offices.

Individuals who are not competing for available jobs, or who have indicated a desire for lateral reassignment, should be considered for directed reassignments. This would also include interstate placements. Lateral reassignments should take data obtained in the skills inventory process, discussed under Item No. 7.2.5, into account. Employees' desires for specific locations should be considered as much as possible.

### 7.2.9 Other Implementation Factors

Implementation guidelines should reflect concern for the individual. However, other equally important factors must also be considered. These include:

(1) Securing office, storage, and yard facilities where new offices are proposed.

(2) Revising operating procedures and policies, as necessary, to compliment the new organization manual and functional statements mentioned under Item 7.2.2. Linear responsibility charts, which clarify functional interrelationships and role definitions within the new organization, should be prepared.

(3) Developing an office plan to position records, files, libraries, office furnishings, tools and equipment, supplies, instruments, vehicles, etc., at new locations.

(4) Revising inter-office and inter-District communications networks.

(5) Notifying the general public and resource users of proposed office changes.

(6) Revising administrative procedures (personnel, correspondence, and purchasing, etc.)

(7) Developing a plan for monitoring the new organization (including a formal assessment after implementation).

## 7.3 IMPLEMENTATION TIME FRAME

After the study report review and approval process has been accomplished, the actual organizational process should be substantially completed in approximately six months. This time frame, if started in the Fall of 1975, would permit the new organization to be fully operational by the 1976 field season, with a minimum amount of confusion or disruption of work.

# Appendix

# APPENDIX A

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# APPENDIX A

## Workload and Skills Analysis

Materials presented in this appendix represent a combination of processes developed to qualify and quantity the resource management job facing BLM in Montana and the Dakotas at the field level. The workload projections are based on a 5 to 10 year time span. Adjustments are made to insure a balanced approach to resource management over this period.

Each of the analytical processes is described and illustrated in the subsections of Appendix A. Many of the more detailed calculations, however, have not been included.

APPENDIX A-1

## WORKLOAD ANALYSIS PROCEDURAL SEQUENCE

(1) Determination of total work at detail level by each office.

(2) Summary of common elements into program work items.

(3) Grouping of work items into program objective categories.

(4) Conversion of total work units to man months based on standard factors.

(5) Computation of annual workload by man months using annual workload requirement criteria.

(6) Distribution of total estimated annual work by existing and proposed Resource Areas, Project Office, and Wildlife Range.

(7) Determination of skill needs by Resource Areas, Project Office, and Wildlife Range.

(8) Annual workload summarized by program objective categories by Resource Area, Project Office, and Wildlife Range.

(9) Analysis of differences between (1) total annual workload and skill needs, and (2) present occupational types and manpower capability. Analysis was done for both present and alternate field office structures.

# APPENDIX A-2

## Workland Inventory Summary

The initial effort in identifying present workload was to request from field offices a comprehensive inventory of known resource values and related management considerations by existing Resource Areas. Only selected summary data was collected and analyzed for the State Office.

Upon receipt of the field unit data, an analysis for consistency was made between Resource Areas and Districts. Where disparities occurred, Districts were contacted to work out the differences. In some cases, where estimates could not be validated, the State Office program chiefs or staff specialists made adjustments to assure uniform workload considerations.

During the course of the study, BLM received management responsibility for the C.M. Russell National Wildlife Range. A similar approach to that described above was then applied to analysis of the Range.

Because of the volume of data, comparable work units were consolidated into work items and assigned reference numbers. Appendix A-2 depicts, in output units by work item, the workload estimated for existing field units in Montana, North Dakota, and South Dakota.

# WORKLOAD INVENTORY SUMMARY

Projected Workload - Existing Areas (w/adjustment to focus workload between areas)
Item 1-12 in MM's
Items 13-68 in output units

| Work Item Number | Work Item | Glacier Blaine | Phillips | Valley | Prairie | Big Dry | Powder River | Apsuroka | Yellowstone | Sacajawea | Lewis & Clark | Musselshell | Judith River | Garnet | Helena | South Dakota | North Dakota |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 30 | Environmental Analysis (Major) | ----- | ----- | ------ | ----- | ----- | --------- | --------- | ----------- | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| 31 | Land Transfer | 4 | 3 | 3 | 3 | 2 | 5 | 3 | 4 | 1 | 3 | 3 | 4 | 4 | 3 | 8 | 5 |
| 32 | Land Use Authorizations | 6 | 2 | 3 | 19 | 4 | 11 | 4 | 6 | 5 | 5 | 3 | 5 | 4 | 5 | 6 | 8 |
| 33 | Material Sales & Free Use | 2 | - | 2 | 10 | 1 | 6 | 1 | - | 10 | 13 | 2 | 1 | 1 | 1 | ----- | ----- |
| 34 | Oil & Gas Leases | 40 | 40 | 20 | 20 | 54 | 67 | - | 13 | ---- | ----- | 30 | 30 | ----- | 10 | 5 | 22 |
| 35 | Other Mineral Leases | 1 | - | - | 17 | 1 | 15 | - | 6 | 3 | 7 | 11 | 3 | 2 | 12 | ----- | 18 |
| 36 | Mineral Patent | 2 | 10 | 10 | - | - | 16 | 1 | 7 | 2 | 3 | ----- | 1 | 9 | 6 | 2 | ----- |
| 37 | Range Authorizations | 362 | 296 | 197 | 585 | 317 | 642 | 34 | 281 | 158 | 386 | 268 | 399 | 85 | 65 | 359 | 94 |
| 39 | Range Qualifications | 14 | 20 | 15 | 30 | 24 | 35 | 3 | 13 | 11 | 23 | 21 | 17 | 1 | 1 | 20 | ----- |
| 41 | Timber Sales | - | 1 | - | - | - | - | - | - | 6 | 8 | ---- | 2 | 24 | 1 | 1 | ----- |
| 42 | Product Sales & Free Use | 2 | 25 | - | 4 | - | 10 | - | - | 17 | 21 | 3 | 15 | 34 | 5 | 21 | ----- |
| 43 | Recreation Authorization | 6 | 4 | 2 | 2 | 4 | 3 | 2 | 6 | 3 | 5 | 2 | 4 | 4 | 4 | 4 | 1 |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 45 | Trespass | 6 | 6 | 8 | 3 | 5 | 12 | 3 | 3 | 3 | 8 | 3 | 3 | 9 | 9 | 4 | ---- |
| 47 | Compliance Land Use | 9 | 2 | 3 | 9 | 2 | 6 | 3 | 5 | 9 | 8 | 3 | 8 | 4 | 4 | 7 | 11 |
| 48 | Compliance Oil & Gas | 32 | 40 | 15 | 24 | 22 | 51 | 1 | 9 | ----- | ----- | 25 | 25 | ----- | 5 | 14 | 8 |
| 49 | Compliance Coal | - | - | - | 10 | - | 9 | - | - | ----- | ----- | 1 | ----- | ----- | ----- | ----- | 3 |
| 50 | Compliance Material Sales | - | - | - | 4 | - | 4 | - | - | 10 | 13 | 2 | 1 | 1 | 1 | ----- | ----- |
| 51 | Compliance Other Minerals | - | - | - | 1 | 1 | 1 | - | - | ----- | 2 | ----- | ----- | ----- | 2 | ----- | ----- |
| 52 | Compliance Exploration | - | - | - | - | - | - | - | - | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| 15 | Wildhorse Inventory (Number) | 15,000 | - | - | - | - | - | 15,200 | - | 8,300 | 17,000 | ----- | ----- | ----- | ----- | ----- | ----- |
| 20 | Cultural Inventory | 102,300 | 153,400 | 224,700 | 226,700 | 160,700 | 505,000 | 10,700 | 38,400 | 70,300 | 65,340 | 60,510 | 49,800 | 17,400 | 10,100 | 47,600 | 203,500 |
| 21 | Hazard Inventory | 121,600 | 272,800 | 231,800 | 170,200 | 177,600 | 208,600 | 20,000 | 50,200 | 122,600 | 111,000 | 99,200 | 84,200 | 30,400 | 14,200 | 55,200 | ---- |
| 29 | EAR's (Routine) | 18 | 61 | 53 | 60 | 31 | 50 | 7 | 9 | 30 | 40 | 24 | 22 | 38 | 19 | 10 | 7 |
| 60 | Wildhorse Control | 40 | - | - | - | - | - | 140 | - | 32 | 82 | ---- | ----- | ----- | ----- | ----- | ----- |
| 44 | Recreation Oper. Cleanup | 20 | - | 1 | 7 | - | - | - | 5 | 4 | 20 | ---- | 15 | 15 | 5 | 10 | 5 |
| 53 | Fire Preparedness | - | - | - | - | - | - | - | - | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| 54 | Access | 4 | 9 | 9 | 9 | 7 | 6 | 4 | 9 | 4 | 10 | 7 | 4 | 11 | 5 | 4 | .5 |
| 55 | Hazard Reduction | - | - | - | - | - | - | - | - | ----- | ----- | ----- | ----- | ----- | 1 | ----- | ----- |
| 62 | Fence Mtnc. | 49 | 50 | 48 | 26 | 22 | 58 | 6 | 12 | 25 | 15 | 25 | 24 | 5 | 2 | 4 | 2 |
| 63 | Water Mtnc. | 60 | 48 | 61 | 61 | 54 | 50 | 4 | 8 | 30 | 6.7 | 25 | 22 | 3 | 3 | 15 | 5 |
| 64 | Road Mtnc. | 19 | 45 | 44 | 51 | 25 | 40 | 18 | 45 | 86 | 41 | 38 | 40 | 33 | 25 | 10 | 3 |

# WORKLOAD INVENTORY SUMMARY

| Work Item Number | Work Item | Glacier Blaine | Phillips | Valley | Prairie | Big Dry | Powder River | Apsaroka | Yellowstone | Sacajawea | Lewis & Clark | Musselshell | Judith River | Garnet | Helena | South Dakota | North Dakota |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 65 | Recreation Mtnc. | - | 25 | - | - | - | - | - | - | ---- | 40 | ---- | ----- | ----- | 43 | 26 | ----- |
| 66 | Bldg. & Yard Mtnc. | - | - | - | - | - | - | - | - | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| 67 | Equip. Mtnc. | - | - | - | - | - | - | - | - | ----- | ----- | ----- | ----- | ----- | ----- | ----- | ----- |
| 68 | Cultural Mtnc. | 1 | - | - | - | - | 32 | 2 | 1 | 1 | 1 | ----- | ----- | 7 | 1 | ----- | ----- |
| | | | | | | | | | | | | | | | | | |
| 13 | Mineral Inventory | 169,535 | 169,800 | 253,600 | 429,000 | 267,000 | 510,700 | 10,635 | 58,400 | 83,800 | 80,100 | 76,000 | 61,100 | 20,200 | 14,600 | 80,000 | 495,500 |
| 14 | Forage (MU) Inventory | 102,300 | 153,400 | 224,700 | 226,700 | 160,700 | 505,000 | 10,700 | 38,400 | 70,300 | 65,340 | 60,510 | 49,800 | 17,400 | 10,100 | 47,600 | 203,500 |
| 16 | Watershed Inventory | 300,000 | 400,000 | 450,000 | 50,000 | 80,000 | 65,000 | 2,550 | 38,400 | 4,300 | 133,000 | 34,000 | 61,000 | ---- | 20,000 | 20,000 | 27,500 |
| 17 | Soils Inventory | 102,300 | 153,400 | 224,000 | 226,700 | 160,700 | 505,000 | 10,700 | 38,400 | 70,300 | 65,340 | 60,510 | 49,800 | 17,400 | 10,100 | 47,600 | 203,500 |
| 18 | Forest Inventory | 8,000 | 2,300 | 16,000 | 2,000 | 9,300 | 8,000 | 5,100 | 5,000 . | 16,400 | 11,800 | 9,000 | 15,200 | 16,200 | 7,200 | 1,000 | ---- |
| 19 | Recreation Inventory | 204,600 | 306,880 | 449,400 | 453,400 | 321,400 | 528,600 | 21,400 | 76,800 | 140,600 | 130,680 | 121,000 | 99,640 | 34,900 | 20,200 | 95,200 | 407,000 |
| 22 | Fisheries Inventory | 3 | 6.2 | 2 | 3 | 6 | 3.8 | .6 | .6 | 6 | 10 | 2 | 4 | 12.4 | 11 | 32.8 | 1 |
| 23 | Wildlife Number Inv. | 341,000 | 511,470 | 749,000 | 755,700 | 535,700 | 881,000 | 36,000 | 128,000 | 234,400 | 217,800 | 201,700 | 166,066 | 30,000 | 33,700 | 158,666 | 678,333 |
| 24 | Protection Inventory | 121,800 | 272,800 | 253,600 | 170,200 | 177,600 | 208,600 | 20,200 | 56,200 | 122,600 | 111,000 | 99,200 | 84,163 | 30,000 | 14,200 | 55,200 | 11,000 |
| 27 | Management Action Plans | 1.2 | 3 | 2.5 | 2 | 2 | 2 | .2 | .5 | 1.2 | 2 | 1 | .9 | .2 | .2 | .5 | ----- |
| 46 | Multiple Use Supervision | 609,000 | 153,400 | 1,260,000 | 226,700 | 160,700 | 505,000 | 10,200 | 38,400 | 70,300 | 555,000 | 60,510 | 421,000 | 17,400 | 71,000 | 47,600 | 203,500 |
| 56 | Project Plans | 14 | 21 | 25 | 35 | 28 | 51 | 14 | 32 | 56 | 28 | 7 | 38 | 17 | 12 | 14 | 4 |
| | | | | | | | | | | | | | | | | | |
| 25 | Resource Analysis & Components | 1 | 1 | 1 | 1 | 1 | 1 | .2 | .4 | .7 | 1 | .4 | .3 | .7 | .4 | 1 | .3 |
| 26 | Management Framework Plans | 1 | 1 | 1 | 1 | 1 | 1 | .2 | .4 | .7 | 1 | .4 | .3 | .7 | .6 | 1 | .3 |
| [illegible] | Studies & Research | .6 | - | 1.2 | - | - | 1 | - | - | .6 | ---- | .5 | ---- | .2 | .2 | ----- | ---- |
| 38 | Range Use Adjustments | 10 | 6 | 2 | 10 | 1 | 4 | - | 1 | 25 | 18 | 6 | 5 | ----- | 6 | 6 | ----- |
| 57 | Forest Projects | - | - | - | - | - | - | - | - | 50 | 160 | ----- | ----- | 1,400 | ----- | 535 | ----- |
| 58 | Fences | 20 | 10 | 20 | 13 | 12 | 10 | 5 | 12 | 13 | 7 | 19 | 19 | 4 | 4 | 21 | 2 |
| 59 | Water Development | 10 | 20 | 27 | 15 | 10 | 17 | 5 | 4 | 4 | 4 | 19 | 23 | 8 | 5 | 10 | 4 |
| 60 | Land Treatment | 250 | 400 | 250 | - | - | 400 | 50 | 100 | ----- | ----- | 310 | 290 | ----- | ----- | 250 | ----- |
| 61 | Road & Rec. Construction | .5 | .5 | .5 | - | .5 | .5 | - | 1 | 2 | 2 | 1 | 1 | 3 | 1 | 1 | ----- |
| | | | | | | | | | | | | | | | | | |
| 1 | Executive Direction | 6.1 | 9.4 | 8.4 | 9.2 | 6.8 | 11.0 | 1.5 | 3.5 | 6.6 | 8.1 | 4.6 | 4.6 | 7.8 | 3.1 | 4.9 | 4.3 |
| 2 | Staff Support | 1.5 | 2.3 | 2.1 | 2.3 | 1.7 | 2.8 | .4 | .9 | 1.6 | 2.0 | 1.1 | 1.1 | 2.0 | .8 | 1.2 | 1.1 |
| 3 | Program Coordination | 9.1 | 14.1 | 12.5 | 13.9 | 10.2 | 16.5 | 2.3 | 5.3 | 9.9 | 12.2 | 6.9 | 7.0 | 11.8 | 4.7 | 7.4 | 6.4 |
| 4 | Program Evaluation | 1.5 | 2.3 | 2.1 | 2.3 | 1.7 | 2.8 | .4 | .9 | 1.6 | 2.0 | 1.1 | 1.1 | 2.0 | .8 | 1.2 | 1.1 |
| 5 | Administrative Services | 11.4 | 17.6 | 15.7 | 17.3 | 12.7 | 20.6 | 2.8 | 6.6 | 12.4 | 15.2 | 8.6 | 8.7 | 14.7 | 5.9 | 9.2 | 8.0 |
| 6 | Technical Clerical | 11.4 | 17.6 | 15.7 | 17.3 | 12.7 | 20.6 | 2.8 | 6.6 | 12.4 | 15.2 | 8.6 | 8.7 | 14.7 | 5.9 | 9.2 | 8.0 |
| 7 | Training | 4.5 | 7.0 | 6.3 | 6.9 | 5.1 | 8.2 | 1.1 | 2.6 | 4.9 | 6.1 | 3.5 | 3.5 | 5.9 | 2.3 | 3.7 | 3.2 |
| 8 | Safety | 1.5 | 2.3 | 2.1 | 2.3 | 1.7 | 2.8 | .4 | .9 | 1.6 | 2.0 | 1.1 | 1.1 | 2.0 | .8 | 1.2 | 1.1 |
| 9 | Pub. Affairs Coop. Rel. | 3.5 | 5.4 | 4.8 | 5.3 | 3.9 | 6.3 | 1.9 | 3.5 | 3.8 | 4.7 | 2.6 | 2.7 | 4.5 | 1.8 | 2.8 | 2.5 |
| 10 | General Inquiries | 2.9 | 4.5 | 4.0 | 4.4 | 3.2 | 5.2 | 1.1 | 2.2 | 3.9 | 3.9 | 2.2 | 2.2 | 3.7 | 1.5 | 2.3 | 2.0 |
| 11 | Prog. Analysis Reports | 6.1 | 9.4 | 8.4 | 9.2 | 6.8 | 11.0 | 1.5 | 3.5 | 6.6 | 8.1 | 4.6 | 4.6 | 7.8 | 3.1 | 4.9 | 4.3 |
| 12 | Packages PAMP-AMP | .5 | .7 | .6 | .7 | .5 | .8 | .1 | .3 | .5 | .6 | .3 | .4 | .6 | .2 | .4 | .3 |

# APPENDIX A-3

## Program Objective Categories

Workload data was grouped according to six program objective categories. Each of the broad categories has certain priority connotations, but they cannot be ranked in the sense of performing all work in category II before doing work in category IV. A certain amount of work is generally performed in all categories. This process does provide for evaluation of levels of input given one facet of operation versus others (Bureau Planning System versus inventory, public demand, overhead, etc.).

## PROGRAM OBJECTIVE CATEGORIES

| CATEGORY DEFINITIONS | WORK ITEMS | | |
|---|---|---|---|
| I. Commodity allocation and public service in response to external demand, requisite environmental assessment of significant actions. | Environmental Analysis (Major)<br>Land Transfer<br>Land Use Authorizations<br>Mineral Sales--F.U.<br>Oil & Gas Leases | Other Mineral Leases<br>Mineral Patent & Conflict<br>Range Authorizations<br>Range Qualifications<br>Timber Sales | Product Sales--F.U.<br>Recreation Authorizations<br>Land Filings & Status<br>Mineral Filings & Status |
| II. Enforcement of laws and regulations compliance with authorization stipulations, contest and appeals. | Trespass (all) & Contest<br>Compliance, Land Use Auth.<br>Compliance, Oil & Gas | Compliance, Coal Lease<br>Compliance, Material Sales--F.U. | Compliance, Other Mineral Lease<br>Compliance, Exploration Permits |
| III. Critical management actions predicted on legal requirements or public safety liabilities, protection of capital investment, mitigation of catastrophic resource losses. | Wild Horse Number Inventory<br>Cultural Inventory<br>Hazard Inventory<br>Environmental Analysis (Routine)<br>Wild Horse Control | Recreation Operation--Cleanup<br>Fire Preparedness<br>Access (all)<br>Hazard Reduction<br>Fence Maintenance | Water Maintenance<br>Road Maintenance<br>Recreation Maintenance<br>Building & Yard Maintenance<br>Equipment Maintenance |
| IV. Acquisition of resource information as a basis for commodity allocation and land use planning, field surveillance to evaluate results of management practices, identification of management objectives and facilitating actions. | Mineral Inventory<br>Forage (M.U.) Inventory<br>Watershed Inventory<br>Soils Inventory<br>Forest Inventory | Recreation Inventory<br>Fisheries Inventory<br>Wildlife Number Inventory<br>Protection Inventory<br>Management Action Plan | Multiple Use Supervision<br>Project Plans<br>Communications<br>Cadastral Survey<br>Maps & Plats |
| V. Upgrade land use planning quality to improve allocation decisions as indicated by changing needs or to provide greater resource protection, develop management facilities to increase production or site productivity, implement practices to restore deteriorated values, requisite support functions. | Resource Analysis & Components<br>Management Framework Plan<br>Studies & Research | Range Use Adjustments<br>Forest Projects<br>Fences<br>Water Development | Land Treatment<br>Road & Recreation Construction<br>Sign Construction |
| VI. Program leadership, administrative and support services and other requisite overhead functions which relate to number and size of organizational units. | Executive Direction<br>General Inquiry<br>Staff Support<br>Administrative Services | Safety<br>Packages--PAWP-AWP<br>Program Coordination<br>Technical Clerical | Training<br>Program Evaluation<br>Program Analysis & Reports<br>Public Affairs--Coop. Relations |

# APPENDIX A-4

## Workload Conversion Factors and Computation Form

Units per man month conversion factors were established based on historical averages from program reports and based on general experience from past years. Estimates were made by State staff specialists for those items for which no historical information was available. These factors were then applied in making conversion to man month requirements.

## WORKLOAD CONVERSION FACTORS AND COMPUTATION FORM

| Ref. No. | Work Item | Unit | Obj. | Conv. Factors | Aggregate Workload Units | Annual Workload Units | Annual Workload MM's |
|---|---|---|---|---|---|---|---|
| 30 | Environ. Anal. (Major) | No. | I | -- | | | |
| 31 | Land Transfer | Case | I | 2 | | | |
| 32 | Land Use Authorizations | Case | I | 10 | | | |
| 33 | Material Sales--F.U. | Case | I | 10 | | | |
| 34 | O&G Leases | Case | I | 66 | | | |
| 35 | Other Mineral Leases | Case | I | 22 | | | |
| 36 | Mineral Pat. & Conflict | Case | I | 1 | | | |
| 37 | Range Authorizations | No. | I | 60 | | | |
| 39 | Range Qualifications | No. | I | 20 | | | |
| 41 | Timber Sales | No. | I | 1/2 | | | |
| 42 | Product Sales--F.U. | Case | I | 15 | | | |
| 43 | Recreation Authorizations | Case | I | 10 | | | |
| | TOTAL | | | | | | |
| 45 | Trespass (all) & Contest | Case | II | 2 | | | |
| 47 | Compl. Land Use Author. | Case | II | 16 | | | |
| 48 | Compl. Oil & Gas | Case | II | 10 | | | |
| 49 | Compl. Coal Lease | Case | II | 2 | | | |
| 50 | Compl. Mat. Sales F.U. | Case | II | 22 | | | |
| 51 | Compl. Other Min. Lease | Case | II | 10 | | | |
| 52 | Compl. Explor. Permits | Case | II | 5 | | | |
| | TOTAL | | | | | | |
| 15 | Wildhorse Number Invent. | AC | III | 200,000 | | | |
| 20 | Cultural Inventory | AC | III | 15,000 | | | |
| 21 | Hazard Inventory | AC | III | 50,000 | | | |
| 29 | Envir. Anal. (Routine) | No. | III | 4 | | | |
| 40 | Wildhorse Control | Horses | III | 42 | | | |
| 44 | Rec. Oper.--Cleanup | Site | III | 15 | | | |
| 53 | Fire Preparedness | M/M | III | -- | | | |
| 54 | Access (all) | Case | III | 1/2 | | | |
| 55 | Hazard Reduction | Site | III | 10 | | | |
| 62 | Fence Maintenance | Mile | III | 10 | | | |
| 63 | Water Maintenance | No. | III | 5 | | | |
| 64 | Road Maintenance | Mile | III | 25 | | | |
| 65 | Recreation Maintenance | Site | III | 5 | | | |
| 66 | Bldg. & Yard Maintenance | M/M | III | 1/2 | | | |
| 67 | Equipment Maintenance | M/M | III | -- | | | |
| 68 | Cultural Maintenance | M/M | III | 1 | | | |
| | TOTAL | | | | | | |

APPENDIX A-4

## WORKLOAD CONVERSION FACTORS AND COMPUTATION FORM

| Ref. No. | Work Item | Unit | Obj. | Conv. Factors | Aggregate Workload Units | Annual Workload Units | Annual Workload MM's |
|---|---|---|---|---|---|---|---|
| 13 | Mineral Inventory | AC | IV | 38,000 | | | |
| 14 | Forage (M.U.) Inventory | AC | IV | 15,000 | | | |
| 16 | Watershed Inventory | AC | IV | 30,000 | | | |
| 17 | Soils Inventory | AC | IV | 25,000 | | | |
| 18 | Forest Inventory | AC | IV | 17,000 | | | |
| 19 | Recreation Inventory | AC | IV | 25,000 | | | |
| 22 | Fisheries Inventory | Fisheries | IV | 10 | | | |
| 23 | Wildlife Number Invent. | AC | IV | 115,000 | | | |
| 24 | Protection Inventory | AC | IV | 35,000 | | | |
| 27 | Activity Plan | Plan | IV | 1/3 | | | |
| 46 | Mult. Use Supervision | M/M | IV | -- | | | |
| 56 | Project Plans | Plan | IV | 7 | | | |
| | TOTAL | | | | | | |
| 25 | Res. Anal. & Components | No. | V | 1/7 | | | |
| 26 | Mgmt. Framework Plan | Plan | V | 1/4 | | | |
| 28 | Studies & Research | No. | V | 2 | | | |
| 38 | Range Use Adjustments | No. | V | 1 | | | |
| 57 | Forest Projects | AC | V | 50 | | | |
| 58 | Fences | Mile | V | 5 | | | |
| 59 | Water Development | No. | V | 4 | | | |
| 60 | Land Treatment | AC | V | 250 | | | |
| 61 | Road & Rec. Const. | Proj. | V | 1/10 | | | |
| | TOTAL | | | DO SO | | | |
| 1 | Executive Direction | M/M | VI | 4.0% 2.5% | | | |
| 2 | Staff Support | M/M | VI | 1.0% 2.0% | | | |
| 3 | Program Coordination | M/M | VI | 6.0% 7.0% | | | |
| 4 | Program Evaluation | M/M | VI | 1.0% 3.0% | | | |
| 5 | Admin. Services | M/M | VI | 7.5% 11.5% | | | |
| 6 | Technical Clerical | M/M | VI | 7.5% 8.5% | | | |
| 7 | Training | M/M | VI | 3.0% 2.5% | | | |
| 8 | Safety | M/M | VI | 1.0% 1.0% | | | |
| 9 | Pub. Affairs Coop. Rel. | M/M | VI | 2.3% | | | |
| 10 | General Inquiry | M/M | VI | 1.9% | | | |
| 11 | Prog. Anal. & PAWP AWP | M/M | VI | 4.0% | | | |
| 12 | Packages | M/M | VI | 0.3% | | | |
| | TOTAL | | | | | | |

# APPENDIX A-5

## Annual Workload Requirement Criteria

Because of the variable characteristics of total work with respect to recurrence, time requirements, support requirements, scheduling relationships, and complexity, criteria were developed to reduce all program requirements to a common annual workload level.

Annual workload level criteria by work item(s) were established using four major assumptions. (1) Work relating to overhead and administration was based on historical percentages. Public affairs and the program-budget process work was established through a combination of experience and use of a fixed level (see items 9-12). (2) Time frame or cycles were used for items such as case-oriented backlog reduction and resource inventories (see items 13-37). (3) A zero base was used for program investment development items as indicated by current printout information or project trends (see items 57-61). (4) No established criteria are available in Bureau manuals for specific annual work performance levels.

While a considerable degree of pre-budget direction is provided, from year-to-year, within resource programs (i.e., lands, forestry, range), little direction has been afforded which would uniformly tie programs together to establish cross-program commitment, balance, and quality standards. This process, as defined in the following pages, sets standards for quantity of production on a statewide basis for the next 10 years. The process incorporates current outlook for Montana, and translates all the considerations into a uniform and constant basic work planning and standards process.

This process was done on a separate basis for the Charles M. Russell National Wildlife Range.

# MONTANA
## ANNUAL WORKLOAD REQUIREMENT CRITERIA FOR ALL AREAS EXCEPT CMR

WORK ITEM

1-8 Annual base program level is a function of organizational dimension. Historic information indicates a closely fixed relationship to total operational requirements as follows:

| | | District | State Office |
|---|---|---|---|
| Exec. Direction | (1010) | 4.0% | 2.5% |
| Staff Support | (1011) | 1.0% | 2.0% |
| Prog. Coord. | (1012) | 6.0% | 7.0% |
| Prog. Eval. | (1013) | 1.0% | 3.0% |
| Gen. Clerical | (1114) | 7.5% | 11.5% |
| Tech. Clerical | (1115) | 7.5% | 8.5% |
| Training | (1216) | 3.0% | 2.5% |
| Safety Training | (1217) | 1.0% | 1.0% |

9-12 Annual program level is relatively static as determined by internal requirements, historical activity or redirected emphasis by management. Man month criteria are as follows:

| | | D.O. |
|---|---|---|
| | Public Affairs - D.O. 10 M/M/Each RAH-2 M/M | 2.3% |
| 3002 | General Inquiry - D.O. 5 M/M/Each/RAH-3 M/M | 1.9% |
| 2341 | Program Analysis-PAWP-AWP-Reports D.O. 20 M/M/ Each RAH-3 M/M | 4.0% |
| 2342 | Packages - D.O. 2 M/M | .3% |

13 Annual program level is based on completing mineral inventory (all types) in 10 years with priority given to energy areas in five years.

*14 Annual program level is to reinventory all forage areas (LS - WH - WL) on a 10-year schedule (1/10 annually).

15 The program level is to monitor wild horse numbers on a three-year cycle.

16 Annual level is based on completing Phase I inventory by End-of-Year 1977 FY.

WORK ITEM

*17 Annual level is based on projected management practices and mineral extraction rehabilitation areas based on District workload estimate scheduled for completion in 10 years. Emphasis will be to earlier completion in energy areas.

18 Annual level is based on the requirement to reinventory every 10 years.

*19 Annual level is to complete extensive type inventory in 5 years.

*20 Annual level responds to resource utilization applications and management practices having affect on the surface units summarized and converted to manpower. Annual level based on completing extensive inventory in 5 years.

21 Annual level is based on completion of initial inventory in 5 years. Monitoring accommodated in Multiple Use Supervision (item 46).

22 Annual level is based on completion of initial extensive inventory in 5 years.

*23 Annual level is to inventory wildlife numbers on a 3-year schedule in coordination with State Fish and Game (1/3 annually). Initial efforts will be directed to inventory in the CMR and in units associated with EIS.

24 Annual level is based on completing protection value in inventory in 5 years.

25 Annual level of unit resource analysis revision is primarily a function of inventory completion scheduled within a range of 3-10 years. (7 yr. avg.) Completion of components other than resource analysis is scheduled over a 5-year period.

26 Annual level of second generation framework plans to higher quality standards will follow resource analysis revision on the same schedule. (7 yr. avg.)

* = National Resource Lands Surface + 40% of subsurface.
LS - Livestock  WH - Wild Horses  WL - Wildlife

| WORK ITEM | |
|---|---|
| 27 | Annual level will be update of commodity, administrative control, and interim management program objectives yearly. Activity plans will be produced after interdisciplinary data is sufficiently quantified to minimize program conflict. (1 plan = 50 MAC) |
| 28 | Annual level based on current research contracts of a continuing nature plus special studies identified by the field offices or State Office. (1 study/1,000,000 ac.) |
| 29 | Annual level based on number of both Bureau and non-Bureau initiatives wherein proposed actions will not have significant impact on the environment. Number of actions derived from District estimate of workload. |
| 30 | Annual level based on proposed action having significant impact on the environment requiring either a major analysis or formal 102 statement. |
| 31-37 & 39 | Annual level based on estimated number of new applications filed each year plus an elimination of all backlog within 3 years. Backlog is defined as any case filed in any particular office for over 1 year. |
| 38 | Annual level is dependent upon completion of requisite inventory, analysis, and planning decision. Workload based on District estimates. |
| 40 | Annual level based on number of identified numbers with a schedule for initial gathering and subsequent animal control measures as set forth in management plans. |
| 41 | Annual level based on work plan directed offerings. |
| 42-43 | Annual level based on processing public requests as indicated by projecting historical activity. |
| 44 | Annual level based on number of undeveloped sites converted on a ratio of which must be operated yearly. (Min. - 5 MM/RA) |

| WORK ITEM | |
|---|---|
| 45 | Annual level based on all new reported trespass and subsequent contest each year plus an elimination of all current backlog within three years. Management will give emphasis to identification of existing trespass within the next 5-year period. (Min. - 5 MM/RA). |
| 46 | Annual level based on full-time surveillance of all activity on National Resource Lands. (10 MM/1,000,000 ac. NRL surface) |
| 47-52 | Annual level based on total number of developments issued by type at a 100% inspection rate. (Exceptions might be such items as material sales from community pits, etc.) |
| 53 | Annual level based on presuppression needs--not strength of force (EFF not analyzed). |
| 54 | Annual level is 20% of total identified caseload on selective management priority basis. |
| 55 | Annual level based on neutralizing all significant hazards actually identified over a 3-year period. (MM needed to clean up area = 1/2 the min. level) |
| 56 | Annual level based on preparation of a sufficient number of plans to provide two years lead time for development of projects identified through action plans. |
| 57-61 | Annual level based on average job allocation for FY74. Sign construction effort will be double the FY74 experience. |
| 62 | Annual level based on Bureau project maintenance cycle of 4 years. |
| 63 | Annual level based on Bureau project maintenance cycle of 3 years. |
| 64 | Annual level based on Bureau project maintenance cycle of 4 years--maximum cycle is 5 years. |
| 65-67 | Annual level is based on Bureau project maintenance cycle of every year. FY75 level is used. |
| 68 | Annual level based on Bureau project maintenance cycle of 3 years. |

| WORK ITEM | |
|---|---|
| State Office | On case oriented work (31, 32, 34, 35, 36) assumed backlog reduction would be the same time cycle as for Districts. |
| General | Other items not specifically identified are man month estimates by the divisions to support the District workload and their own State Office responsibilities. |
| 69 | Annual level is to meet state communication needs. |
| 70 | Annual level is to complete 1% of total identified workload. Program will be designed to cover annually the identified (by management) cadastral survey needs. |
| 71-72 | Annual level is to process all filing and status requests and maintain a pipeline operation. |
| 73 | Annual level is to provide support necessary to meet cadastral annual workload level. |
| 74 | Annual level is to maintain all 1700 and 3100 work on a pipeline basis. |

# CM RUSSELL NATIONAL WILDLIFE RANGE
# ANNUAL WORKLOAD LEVEL REQUIREMENT CRITERIA

Work Item

1-8 Annual base program level is a function of organizational dimension. Historic information indicates a closely fixed relationship to total operational requirements as follows:

| | | Wildlife Range |
|---|---|---|
| Exec. Direction | (1010) | 4% |
| Staff Support | (1011) | 1% |
| Prog. Coord. | (1012) | 6% |
| Prog. Eval. | (1013) | 1% |
| Gen. Clerical | (1114) | 7.5% |
| Tech. Clerical | (1115) | 7.5% |
| Training | (1216) | 3% |
| Safety Training | (1217) | 1% |

9-12 Annual program level is relatively static as determined by internal requirements, historical activity or redirected emphasis by management. Man month criteria are as follows:

Public Affairs - CMR 10 M/M
3002 General Inquiry - CMR 5 M/M Each
2341 Program Analysis - PAWP-AWP - 20 M/M

2342 Packages - CMR 2 M/M

14 Annual program level is to inventory all forage areas (LS - WL) in two to three years.

16 Annual level is based on completing Phase I Inventory by End of Year 1977 FY.

17 Annual level is based on projected management practices and mineral extraction rehabilitation areas based on CMR workload estimate scheduled for completion in two to three years.

Work Item

18 Annual level is based on the requirement to reinventory every two to three years.

19 Annual level is to complete extensive type inventory in two to three years.

20 Annual level responds to resource utilization applications and management practices having affect on the surface units summarized and five years converted to manpower. 20% of annual authorizations on a highly selective basis in areas of indicated cultural activity.

21 Annual level is based on completion of initial inventory in five years. Monitoring accommodated in M.U. supervision (Item 46).

22 Annual level is based on completion of initial extensive inventory in one year.

23 Annual level is to inventory wildlife numbers on a three-year schedule in coordination with State Fish and Game (1/3 annually).

24 Annual level is based on completing protection value in inventory in two to three years.

25 Annual level of unit resource analysis revision is primarily a function of inventory completion scheduled within three years. Completion of components other than resource analysis is scheduled concurrently.

26 Annual level of first generation framework plan(s) will follow resource analysis revision on the same three-year schedule.

27 Annual level will be update of commodity, administrative control and interim management program objectives yearly. Activity plans will be produced after interdisciplinary data is sufficiently quantitative to minimize program conflict. (1 plan/50MAC NRL).

| Work Item | |
|---|---|
| 28 | Annual level based on current research contracts of a continuing nature plus special studies identified by the State Office. (1 research contract/1,000 MAC NRL) |
| 29 | Annual level based on number of both Bureau and non-Bureau initiatives wherein proposed actions will not have significant impact on the environment. Number of actions derived from Wildlife Range estimate of workload. |
| 30. | Annual level based on proposed action having significant impact on the environment requiring either a major analysis or formal 102 statement. |
| 31-34, 37 & 39 | Annual level based on estimated number of new applications filed each year plus an elimination of all backlog within three years. Backlog is defined as any case filed in any particular office for over one year. |
| 38 | Annual level is dependent upon completion of requisite inventory, analysis and planning decision. Workload based on State Office and Wildlife Range estimates. |
| 42-43 | Annual level based on processing public requests as indicated by projecting historical activity. |
| 44 | Annual level based on number of undeveloped sites converted on a ratio of which must be operated yearly. |
| 45 | Annual level based on all new reported trespass and subsequent contest each year plus an elimination of all current backlog within three years. Management will give emphasis to identification of existing trespass within the next five year period. |
| 46 | Annual level based on full-time surveillance of all activity on NRL. |
| 47,48, 50,52 | Annual level based on total number of developments issued by type at a 100% inspection rate. (Exceptions might be such items as material sales from community pits, etc.) |
| 53 | Annual level based on presuppression needs--not strength of force (EFF not analyzed). |
| 54 | Annual level is 20% of total identified caseload on selective management priority basis. |
| 55 | Annual level based on neutralizing all significant hazards actually identified over a three-year period. |
| 56 | Annual level based on preparation of a sufficient number of plans to provide two years lead time for development of projects identified through action plans. |
| 58-61 | Annual level based on little or no activity pending completion of planning primary workload to commence after three years. |
| 62 | Annual level based on Bureau project maintenance cycle of four years. |
| 63 | Annual level based on Bureau project maintenance cycle of three years. |
| 64 | Annual level based on Bureau project maintenance cycle of four years -- maximum cycle is five years. |
| 65-67 | Annual level is based on Bureau project maintenance cycle of every year. FY1975 level used. |
| 68 | Annual level based on Bureau project maintenance cycle of three years. |

# APPENDIX A-6

## Total Field Office Workload Comparisons

The annual workload man months were projected by existing and later by proposed Resource Areas, plus the North Dakota Project and Charles M. Russell National Wildlife Range. This workload represents the total need of the Area including all necessary support from other segments of the field office. The current budget (FY 75 AWP manpower funding capability) was also related to the projected workload for existing field units. This comparison was reflected in the Manpower and Projected Workload graphs in Chapters 3.5 and 6.

Appendix A-6(a), Workload Detail in Man Months for Existing Districts and A-6(b), Workload Detail for Proposed Districts represent the backup data for Appendix A-6(a).

APPENDIX A-6

## TOTAL FIELD OFFICE WORKLOAD COMPARISONS

| | Projected Workload in Man Months Existing Organization | | | | | | Projected Workload in Man Months Proposed Organization | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Program Objective Categories | Malta | Miles City | Billings | Dillon | Lewistown | Missoula | Malta | Miles City | Helena | CMR | North Dakota |
| I | 51.7 | 85.7 | 14.0 | 52.5 | 26.0 | 76.4 | 72.5 | 96.2 | 137.2 | 4.9 | 6.0 |
| II | 21.5 | 42.3 | 3.9 | 7.8 | 10.9 | 10.3 | 29.5 | 45.2 | 19.6 | 6.6 | 4.0 |
| III | 221.7 | 303.1 | 54.9 | 103.8 | 74.5 | 75.4 | 285.8 | 324.7 | 212.2 | 71.0 | 31.9 |
| IV | 229.4 | 348.1 | 28.7 | 81.2 | 59.0 | 20.5 | 283.1 | 320.0 | 104.6 | 77.0 | 59.4 |
| V | 97.2 | 126.6 | 23.7 | 112.5 | 59.8 | 91.5 | 138.0 | 159.5 | 199.6 | 28.5 | 5.4 |
| VI | 245.2 | 357.4 | 53.1 | 145.3 | 90.9 | 108.3 | 318.7 | 376.7 | 266.1 | 79.6 | 42.3 |
| TOTAL PROJECTED WORKLOAD | 866.7 | 1263.2 | 178.3 | 503.1 | 321.1 | 382.4 | 1127.6 | 1322.3 | 939.3 | 267.6 | 149.0 |
| PRESENT ANNUAL WORK PLAN | 392.0 | 576.0 | 257.0 | 249.0 | 207.0 | 385.0 | - - | - | - | - | - |

## WORKLOAD DETAIL IN MAN MONTHS FOR EXISTING DISTRICTS
## MILES CITY DISTRICT

| | | Big Dry | Prairie | Powder River | No. Dakota | So. Dakota | Tot.Miles Cty |
|---|---|---|---|---|---|---|---|
| 30 | Environ. Analy. (Major) | - | - | - | - | - | |
| 31 | Land Transfer | 1.0 | 1.5 | 2.5 | 2.5 | 4.0 | |
| 32 | Land Use Authorizations | 0.4 | 1.9 | 1.1 | 0.8 | 0.6 | |
| 33 | Material Sales--F.U. | 0.1 | 1.0 | 0.6 | - | - | |
| 34 | O & G Leases | 0.8 | 0.3 | 1.0 | 0.3 | 0.1 | |
| 35 | Other Mineral Leases | 0.1 | 0.8 | 0.7 | 0.8 | - | |
| 36 | Mineral Pat. & Conflict | - | - | 16.0 | - | 2.0 | |
| 37 | Range Authorizations | 5.3 | 10.0 | 10.8 | 1.6 | 6.0 | |
| 39 | Range Qualifications | 1.2 | 1.5 | 1.7 | - | 1.0 | |
| 41 | Timber Sales | - | - | - | - | 2.0 | |
| 42 | Product Sales--F.U. | - | 0.3 | 0.7 | - | 1.4 | |
| 43 | Recreation Author. | 0.4 | 0.2 | 0.3 | - | 0.4 | |
| | TOTAL | 9.3 | 17.5 | 35.4 | 6.0 | 17.5 | 85.7 |
| 45 | Trespass (All) & Contest | 2.5 | 3.0 | 4.0 | 1.0 | 2.0 | |
| 47 | Compl. Land Use Author. | 0.1 | 0.6 | 0.4 | 0.7 | 0.4 | |
| 48 | Compl. Oil & Gas | 2.2 | 2.4 | 5.1 | 0.8 | 1.4 | |
| 49 | Compl. Coal Lease | - | 5.0 | 4.5 | 1.5 | - | |
| 50 | Compl. Mat. Sales F.U. | - | 0.2 | 0.2 | - | - | |
| 51 | Compl. Other Min. Lease | 0.1 | 0.1 | 0.1 | - | - | |
| 52 | Compl. Explor. Permits | - | 1.6 | - | - | 2.4 | |
| | TOTAL | 4.9 | 12.9 | 14.3 | 4.0 | 6.2 | 42.3 |
| 15 | Wildhorse Number Inv. | - | - | - | - | - | |
| 20 | Cultural Inventory | 21.4 | 30.2 | 35.2 | 27.1 | 6.3 | |
| 21 | Hazard Inventory | 3.6 | 3.4 | 4.2 | 0.2 | 1.1 | |
| 29 | Envir. Anal. (Routine) | 7.8 | 15.0 | 12.5 | 1.8 | 2.5 | |
| 40 | Wildhorse Control | - | - | - | - | - | |
| 44 | Rec. Oper.--Cleanup | 0.5 | 0.5 | 0.5 | 0.5 | 0.7 | |
| 53 | Fire Preparedness | 1.0 | 1.0 | 1.0 | - | 1.0 | |
| 54 | Access (All) | 14.0 | 18.0 | 12.0 | 1.0 | 8.0 | |
| 55 | Hazard Reduction | 1.8 | 1.7 | 2.1 | - | 0.6 | |
| 62 | Fence Maintenance | 2.2 | 2.6 | 5.8 | 0.2 | 0.4 | |
| 63 | Water Maintenance | 10.8 | 12.2 | 10.0 | 1.0 | 3.0 | |
| 64 | Road Maintenance | 1.0 | 2.0 | 1.6 | 0.1 | 0.4 | |
| 65 | Recreation Maintenance | - | - | - | - | 5.2 | |
| 66 | Bldg. & Yard Maintenance | - | - | - | - | - | |
| 67 | Equipment Maintenance | - | - | - | - | - | |
| 68 | Cultural Maintenance | - | - | 6.4 | - | - | |
| | TOTAL | 64.1 | 86.6 | 91.3 | 31.9 | 29.2 | 303.1 |

*Using "Annual Workload Requirement Criteria" to establish work patterns, emphasis and mix.

## EXISTING DISTRICTS

### MILES CITY DISTRICT

| | | Big Dry | Prairie | Powder River | No. Dakota | So. Dakota | Tot. Miles Cty | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| 13 | Mineral Inventory | 7.0 | 11.3 | 13.4 | 13.0 | 2.1 | | | | |
| 14 | Forage (M.U.) Inventory | 10.7 | 15.1 | 17.6 | 13.6 | 3.2 | | | | |
| 16 | Watershed Inventory | 2.7 | 1.7 | 2.2 | 0.9 | 0.7 | | | | |
| 17 | Soils Inventory | 6.4 | 9.7 | 10.6 | 8.1 | 1.9 | | | | |
| 18 | Forest Inventory | 0.5 | 0.1 | 0.5 | - | 0.1 | | | | |
| 19 | Recreation Inventory | 12.8 | 18.1 | 21.1 | 16.3 | 3.8 | | | | |
| 22 | Fisheries Inventory | 0.6 | 0.3 | 0.4 | 0.1 | 3.3 | | | | |
| 23 | Wildlife Number Inv. | 4.6 | 6.6 | 7.7 | 5.9 | 1.3 | | | | |
| 24 | Protection Inventory | 5.1 | 4.9 | 6.0 | 0.3 | 1.6 | | | | |
| 27 | Activity Plan | 6.0 | 6.0 | 11.0 | 0.1 | 1.5 | | | | |
| 46 | Mult. Use Supervision | 8.9 | 8.5 | 10.0 | 0.5 | 2.8 | | | | |
| 56 | Project Plans | 4.0 | 5.0 | 7.3 | 0.6 | 2.0 | | | | |
| | TOTAL | 69.3 | 87.3 | 107.8 | 59.4 | 24.3 | 348.1 | | | |
| 25 | Res. Analy. & Components | 7.0 | 6.0 | 6.0 | 2.0 | 7.0 | | | | |
| 26 | Mgmt. Framework Plan | 4.0 | 3.4 | 3.4 | 2.0 | 4.0 | | | | |
| 28 | Studies & Research | 0.4 | 0.9 | 0.5 | - | 0.2 | | | | |
| 38 | Range Use Adjustments | 1.0 | 10.0 | 4.0 | - | 6.0 | | | | |
| 57 | Forest Projects | - | - | - | - | 10.7 | | | | |
| 58 | Fences | 2.4 | 2.6 | 2.0 | 0.4 | 4.2 | | | | |
| 59 | Water Development | 2.5 | 3.7 | 4.2 | 1.0 | 2.5 | | | | |
| 60 | Land Treatment | - | - | 1.6 | - | 1.0 | | | | |
| 61 | Road & Rec. Const. | 5.0 | - | 5.0 | - | 10.0 | | | | |
| | Total | 22.3 | 26.6 | 26.7 | 5.4 | 45.6 | 126.6 | | | |
| 1 | Executive Direction | 6.8 | 9.2 | 11.0 | 4.3 | 4.9 | | | | |
| 2 | Staff Support | 1.7 | 2.3 | 2.8 | 1.1 | 1.2 | | | | |
| 3 | Program Coordination | 10.2 | 13.9 | 16.5 | 6.4 | 7.4 | | | | |
| 4 | Program Evaluation | 1.7 | 2.3 | 2.8 | 1.1 | 1.2 | | | | |
| 5 | Admin. Services | 12.7 | 17.3 | 20.6 | 8.0 | 9.2 | | | | |
| 6 | Technical Clerical | 12.7 | 17.3 | 20.6 | 8.0 | 9.2 | | | | |
| 7 | Training | 5.1 | 6.9 | 8.2 | 3.2 | 3.7 | | | | |
| 8 | Safety | 1.7 | 2.3 | 2.8 | 1.1 | 1.2 | | | | |
| 9 | Pub. Affairs Coop. Rel. | 3.9 | 5.3 | 6.3 | 2.5 | 2.8 | | | | |
| 10 | General Inquiry | 3.2 | 4.4 | 5.2 | 2.0 | 2.3 | | | | |
| 11 | Prog. Analy. & PAWP AWP | 6.8 | 9.2 | 11.0 | 4.3 | 4.9 | | | | |
| 12 | Packages | 0.5 | 0.7 | 0.8 | 0.3 | 0.4 | | | | |
| | TOTAL | 67.0 | 91.1 | 108.6 | 42.3 | 48.4 | 357.4 | | | |
| | GRAND TOTAL | 236.9 | 322.0 | 384.1 | 149.0 | 171.2 | 1263.2 | | | |

EXISTING DISTRICTS

| | | MISSOULA DISTRICT | | | MALTA DISTRICT | | | | C.M.RUSSELL NAT'L WL RANGE | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Garnet | Helena | Tot. Missoula | Glacier-Blaine | Phillips | Valley | Total Malta | C.M.Russell | CMR Total |
| 30 | Environ. Analy. (Major) | - | - | | - | - | - | | - | |
| 31 | Land Transfer | 2.0 | 1.5 | | 2.0 | 1.5 | 1.5 | | 1.5 | |
| 32 | Land Use Authorizations | 0.4 | 0.5 | | 0.6 | 0.2 | 0.3 | | 0.3 | |
| 33 | Material Sales--F.U. | 0.1 | 0.1 | | 0.2 | - | 0.2 | | 0.2 | |
| 34 | O & G Leases | - | 0.1 | | 0.6 | 0.6 | 0.4 | | 0.7 | |
| 35 | Other Mineral Leases | 0.1 | 0.5 | | - | - | - | | - | |
| 36 | Mineral Pat. & Conflict | 9.0 | 6.0 | | 2.0 | 10.0 | 10.0 | | - | |
| 37 | Range Authorizations | 1.4 | 1.1 | | 6.0 | 4.9 | 3.3 | | 1.3 | |
| 39 | Range Qualifications | 0.1 | 0.1 | | 0.7 | 1.0 | 0.8 | | 0.3 | |
| 41 | Timber Sales | 48.0 | 2.0 | - | - | 2.0 | - | | - | |
| 42 | Product Sales--F.U. | 2.3 | 0.3 | | 0.1 | 1.6 | - | | 0.3 | |
| 43 | Recreation Author. | 0.4 | 0.4 | | 0.6 | 0.4 | 0.2 | | 0.3 | |
| | TOTAL | 63.8 | 12.6 | 76.4 | 12.8 | 22.2 | 16.7 | 51.7 | 4.9 | 4.9 |
| 45 | Trespass (All) & Contest | 4.5 | 4.5 | | 5.0 | 3.0 | 4.0 | | 5.0 | |
| 47 | Compl. Land Use Author. | 0.3 | 0.2 | | 0.6 | 0.1 | 0.1 | | 0.5 | |
| 48 | Compl. Oil & Gas | - | 0.5 | | 3.2 | 4.0 | 1.5 | | 1.0 | |
| 49 | Compl. Coal Lease | - | - | | -- | - | - | | - | |
| 50 | Compl. Mat. Sales F.U. | - | 0.1 | | - | - | - | | 0.1 | |
| 51 | Compl. Other Min. Lease | - | 0.2 | | - | - | - | | - | |
| 52 | Compl. Explor. Permits | - | - | | - | - | - | | - | |
| | TOTAL | 4.8 | 5.5 | 10.3 | 8.8 | 7.1 | 5.6 | 21.5 | 6.6 | 6.6 |
| 15 | Wildhorse Number Inv. | - | - | | 0.3 | - | - | | - | |
| 20 | Cultural Inventory | 2.3 | 1.3 | | 13.6 | 20.5 | 23.6 | | 8.0 | |
| 21 | Hazard Inventory | 0.6 | 0.3 | | 2.4 | 5.5 | 4.6 | | 2.5 | |
| 29 | Envir. Anal. (Routine) | 9.5 | 4.7 | | 4.5 | 15.3 | 13.2 | | 4.0 | |
| 40 | Wildhorse Control | - | - | | 1.0 | - | - | | - | |
| 44 | Rec. Oper.--Cleanup | 1.0 | 0.5 | | 1.3 | 1.3 | 0.5 | | 5.0 | |
| 53 | Fire Preparedness | 1.0 | 1.0 | | 1.0 | 1.0 | 1.0 | | 3.0 | |
| 54 | Access (All) | 22.0 | 10.0 | | 8.0 | 18.0 | 18.0 | | 10.0 | |
| 55 | Hazard Reduction | 0.3 | 0.2 | | 1.2 | 2.7 | 2.3 | | 0.5 | |
| 62 | Fence Maintenance | 0.4 | 0.2 | | 4.9 | 5.0 | 4.8 | | 2.0 | |
| 63 | Water Maintenance | 0.6 | 0.6 | | 12.0 | 11.6 | 12.2 | | 4.0 | |
| 64 | Road Maintenance | 1.3 | 1.0 | | 0.8 | 1.8 | 1.8 | | 10.0 | |
| 65 | Recreation Maintenance | - | 8.6 | | - | 5.0 | - | | 2.0 | |
| 66 | Bldg. & Yard Maintenance | - | - | | - | - | - | | 10.0 | |
| 67 | Equipment Maintenance | - | - | | - | - | - | | 10.0 | |
| 68 | Cultural Maintenance | 7.0 | 1.0 | | 1.0 | - | - | | - | |
| | TOTAL | 46.0 | 29.4 | 75.4 | 52.0 | 87.7 | 82.0 | 221.7 | 71.0 | 71.0 |

APPENDIX A-6(a)

EXISTING DISTRICTS

| | MISSOULA DISTRICT | | | | MALTA DISTRICT | | | C.M.RUSSELL NAT'l WL RANGE | |
|---|---|---|---|---|---|---|---|---|---|
| | Garnet | Helena | Tot. Missoula | Glacier-Blaine | Phillips | Valley | Total Malta | C.M.Russell | CMR Total |
| 13 Mineral Inventory | 0.5 | 0.4 | | 4.5 | 4.5 | 6.7 | | - | |
| 14 Forage (M.U.) Inventory | 1.2 | 0.7 | | 6.8 | 10.2 | 11.8 | | 20.0 | |
| 16 Watershed Inventory | - | 0.7 | | 10.0 | 13.3 | 15.0 | | 10.4 | |
| 17 Soils Inventory | 0.7 | 0.4 | | 4.1 | 6.1 | 7.1 | | 3.0 | |
| 18 Forest Inventory | 1.0 | 0.4 | | 0.5 | 0.1 | 0.9 | | 3.6 | |
| 19 Recreation Inventory | 1.3 | 0.8 | | 8.2 | 12.3 | 14.2 | | 2.5 | |
| 22 Fisheries Inventory | 1.2 | 1.1 | | 0.3 | 0.6 | 0.2 | | 3.0 | |
| 23 Wildlife Number Inv. | 0.5 | 0.3 | | 3.0 | 4.4 | 5.1 | | 8.8 | |
| 24 Protection Inventory | 0.9 | 0.4 | | 3.5 | 7.8 | 7.2 | | 5.7 | |
| 27 Activity Plan | 0.9 | 0.6 | | 3.6 | 9.0 | 7.5 | | 6.0 | |
| 46 Mult. Use Supervision | 1.7 | 0.7 | | 6.1 | 13.6 | 12.6 | | 12.0 | |
| 56 Project Plans | 2.4 | 1.7 | | 2.0 | 3.0 | 3.6 | | 2.0 | |
| TOTAL | 12.3 | 8.2 | 20.5 | 52.6 | 84.9 | 91.9 | 229.4 | 77.0 | 77.0 |
| 25 Res. Analy. & Components | 5.0 | 3.0 | | 6.0 | 8.0 | 7.0 | | 2.0 | |
| 26 Mgmt. Framework Plan | 2.9 | 1.7 | | 3.4 | 4.6 | 4.0 | | 2.0 | |
| 28 Studies & Research | 0.1 | - | | 0.3 | 1.4 | 0.6 | | 1.5 | |
| 38 Range Use Adjustments | - | 6.0 | | 10.0 | 6.0 | 2.0 | | 1.0 | |
| 57 Forest Projects | 28.0 | - | | - | - | - | | - | |
| 58 Fences | 0.8 | 0.8 | | 5.0 | 2.0 | 4.0 | | 1.0 | |
| 59 Water Development | 2.0 | 1.2 | | 2.5 | 5.0 | 6.8 | | 1.0 | |
| 60 Land Treatment | - | - | | 1.0 | 1.6 | 1.0 | | - | |
| 61 Road & Rec. Const. | 30.0 | 10.0 | | 5.0 | 5.0 | 5.0 | | 20.0 | |
| Total | 68.8 | 22.7 | 91.5 | 33.2 | 33.6 | 30.4 | 97.2 | 28.5 | 28.5 |
| 1 Executive Direction | 7.8 | 3.1 | | 6.4 | 9.4 | 9.1 | | 7.5 | |
| 2 Staff Support | 2.0 | 0.8 | | 1.6 | 2.3 | 2.3 | | 1.9 | |
| 3 Program Coordination | 11.8 | 4.7 | | 9.5 | 14.1 | 13.6 | | 11.3 | |
| 4 Program Evaluation | 2.0 | 0.8 | | 1.6 | 2.3 | 2.3 | | 1.9 | |
| 5 Admin. Services | 14.7 | 5.9 | | 11.9 | 17.6 | 17.0 | | 14.1 | |
| 6 Technical Clerical | 14.7 | 5.8 | | 11.9 | 17.6 | 17.0 | | 14.1 | |
| 7 Training | 5.9 | 2.3 | | 4.8 | 7.0 | 6.8 | | 5.6 | |
| 8 Safety | 2.0 | 0.8 | | 1.6 | 2.3 | 2.3 | | 1.9 | |
| 9 Pub. Affairs Coop. Rel. | 4.5 | 1.8 | | 3.7 | 5.4 | 5.2 | | 9.4 | |
| 10 General Inquiry | 3.7 | 1.5 | | 3.0 | 4.5 | 4.3 | | 3.8 | |
| 11 Prog. Analy. & PAWP AWP | 7.8 | 3.1 | | 6.4 | 9.4 | 9.1 | | 7.5 | |
| 12 Packages | 0.6 | 0.2 | | 0.5 | 0.7 | 0.7 | | 0.6 | |
| TOTAL | 77.5 | 30.8 | 108.3 | 62.9 | 92.6 | 89.7 | 245.2 | 79.6 | 79.6 |
| GRAND TOTAL | 273.2 | 109.2 | 382.4 | 222.3 | 328.1 | 316.3 | 866.7 | 267.6 | 267.6 |

EXISTING DISTRICTS

| | BILLINGS DISTRICT | | | DILLON DISTRICT | | | LEWISTOWN DISTRICT | | |
|---|---|---|---|---|---|---|---|---|---|
| | Yellowstone | Apsuroka | Tot. Billings | Sacajawea | Lewis & Clark | Tot. Dillon | Judith River | Musselshell R. | Tot.Lewistown |
| 30 Environ. Analy. (Major) | - | - | | - | - | | - | - | |
| 31 Land Transfer | 2.0 | 1.5 | | 0.5 | 1.5 | | 2.0 | 1.5 | |
| 32 Land Use Authorizations | 0.6 | 0.4 | | 0.5 | 0.5 | | 0.5 | 0.3 | |
| 33 Material Sales--F.U. | - | 0.1 | | 1.0 | 1.3 | | 0.1 | 0.2 | |
| 34 O & G Leases | 0.2 | - | | - | - | | 0.5 | 0.5 | |
| 35 Other Mineral Leases | 0.3 | - | | 0.1 | 0.3 | | 0.1 | 0.5 | |
| 36 Mineral Pat. & Conflict | 1.0 | 1.0 | | 2.0 | 3.0 | | 1.0 | - | |
| 37 Range Authorizations | 4.7 | 0.6 | | 2.6 | 6.4 | | 6.6 | 4.5 | |
| 39 Range Qualifications | 0.6 | 0.2 | | 0.6 | 1.1 | | .9 | 1.0 | |
| 41 Timber Sales | - | - | | 12.0 | 16.0 | | 4.0 | - | |
| 42 Product Sales--F.U. | - | - | | 1.1 | 1.4 | | 1.0 | 0.2 | |
| 43 Recreation Author. | 0.6 | 0.2 | | 0.3 | 0.3 | | 0.4 | 0.2 | |
| TOTAL | 10.0 | 4.0 | 14.0 | 20.7 | 31.8 | 52.5 | 17.1 | 8.9 | 26.0 |
| 45 Trespass (All) & Contest | 1.5 | 1.0 | | 1.5 | 4.0 | | 3.0 | 1.5 | |
| 47 Compl. Land Use Author. | 0.3 | 0.1 | | 0.6 | 0.5 | | 0.5 | 0.2 | |
| 48 Compl. Oil & Gas | 0.9 | 0.1 | | - | - | | 2.5 | 2.5 | |
| 49 Compl. Coal Lease | - | - | | - | - | | - | 0.5 | |
| 50 Compl. Mat. Sales F.U. | - | - | | 0.4 | 0.6 | | 0.1 | 0.1 | |
| 51 Compl. Other Min. Lease | - | - | | - | 0.2 | | - | - | |
| 52 Compl. Explor. Permits | - | - | | - | - | | - | - | |
| TOTAL | 2.7 | 1.2 | 3.9 | 2.5 | 5.3 | 7.8 | 6.1 | 4.8 | 10.9 |
| 15 Wildhorse Number Inv. | - | 0.1 | | 0.1 | 0.1 | | - | - | |
| 20 Cultural Inventory | 5.1 | 1.4 | | 9.4 | 8.7 | | 6.6 | 8.1 | |
| 21 Hazard Inventory | 1.0 | 0.4 | | 2.5 | 2.2 | | 1.6 | 2.0 | |
| 29 Envir. Anal. (Routine) | 2.3 | 1.8 | | 7.5 | 10.0 | | 5.5 | 6.0 | |
| 40 Wildhorse Control | - | 3.3 | | 0.8 | 2.0 | | - | - | |
| 44 Rec. Oper.--Cleanup | 0.3 | 0.5 | | 0.5 | 1.3 | | 1.0 | 0.5 | |
| 53 Fire Preparedness | 1.0 | 1.0 | | 1.0 | 1.0 | | 1.0 | 1.0 | |
| 54 Access (All) | 18.0 | 8.0 | | 8.0 | 20.0 | | 8.0 | 14.0 | |
| 55 Hazard Reduction | 0.5 | 0.4 | | 1.3 | 1.1 | | 0.8 | 1.0 | |
| 62 Fence Maintenance | 1.2 | 0.6 | | 2.5 | 1.5 | | 2.4 | 2.5 | |
| 63 Water Maintenance | 1.7 | 0.8 | | 6.0 | 1.3 | | 4.4 | 5.0 | |
| 64 Road Maintenance | 1.8 | 0.7 | | 3.4 | 1.6 | | 1.6 | 1.5 | |
| 65 Recreation Maintenance | - | - | | - | 8.0 | | - | - | |
| 66 Bldg. & Yard Maintenance | - | - | | - | - | | - | - | |
| 67 Equipment Maintenance | - | - | | - | - | | - | - | |
| 68 Cultural Maintenance | 1.0 | 2.0 | | 1.0 | 1.0 | | - | - | |
| TOTAL | 33.9 | 21.0 | 54.9 | 44.0 | 59.8 | 103.8 | 32.9 | 41.6 | 74.5 |

APPENDIX A-6(a)

EXISTING DISTRICTS

| | | BILLINGS DISTRICT | | | DILLON DISTRICT | | | LEWISTOWN DISTRICT | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Yellowstone | Apsuroka | Tot.Billings | Sacajawea | Lewis & Clark | Tot. Dillon | Judith River | Musselshell R. | Tot.Lewistown |
| 13 | Mineral Inventory | 1.5 | 0.3 | | 2.2 | 2.1 | | 1.6 | 2.0 | |
| 14 | Forage (M.U.) Inventory | 2.6 | 0.7 | | 4.7 | 4.3 | | 3.3 | 4.0 | |
| 16 | Watershed Inventory | 1.3 | 0.1 | | 0.1 | 4.4 | | 2.0 | 1.1 | |
| 17 | Soils Inventory | 1.5 | 0.4 | | 2.8 | 2.6 | | 2.0 | 2.4 | |
| 18 | Forest Inventory | 0.3 | 0.3 | | 1.0 | 0.7 | | 0.9 | 0.5 | |
| 19 | Recreation Inventory | 3.1 | 0.9 | | 5.6 | 5.2 | | 4.0 | 4.8 | |
| 22 | Fisheries Inventory | .1 | 0.1 | | 0.6 | 1.0 | | 0.4 | 0.2 | |
| 23 | Wildlife Number Inv. | 1.1 | 0.3 | | 2.0 | 1.9 | | 1.4 | 1.8 | |
| 24 | Protection Inventory | 1.4 | 0.6 | | 3.5 | 3.2 | | 2.4 | 2.8 | |
| 27 | Activity Plan | 1.5 | 0.6 | | 3.7 | 6.0 | | 2.7 | 3.0 | |
| 46 | Mult. Use Supervision | 2.5 | 1.0 | | 6.1 | 5.5 | | 4.2 | 5.0 | |
| 56 | Project Plans | 4.5 | 2.0 | | 8.0 | 4.0 | | 5.5 | 1.0 | |
| | TOTAL | 21.4 | 7.3 | 28.7 | 40.3 | 40.9 | 81.2 | 30.4 | 28.6 | 59.0 |
| 25 | Res. Analy. & Components | 3.0 | 1.0 | | 5.0 | 7.0 | | 2.0 | 3.0 | |
| 26 | Mgmt. Framework Plan | 1.7 | 0.6 | | 2.8 | 4.0 | | 1.2 | 1.7 | |
| 28 | Studies & Research | 0.1 | - | | 0.3 | 0.2 | | 0.2 | 0.3 | |
| 38 | Range Use Adjustments | 1.0 | - | | 25.0 | 18.0 | | 5.0 | 6.0 | |
| 57 | Forest Projects | - | - | | 1.0 | 3.2 | | - | - | |
| 58 | Fences | 2.4 | 1.0 | | 2.6 | 1.4 | | 3.8 | 3.8 | |
| 59 | Water Development | 1.0 | 1.3 | | 1.0 | 1.0 | | 5.7 | 4.7 | |
| 60 | Land Treatment | 0.4 | 0.2 | | - | - | | 1.2 | 1.2 | |
| 61 | Road & Rec. Const. | 10.0 | - | | 20.0 | 20.0 | | 10.0 | 10.0 | |
| | Total | 19.6 | 4.1 | 23.7 | 57.7 | 54.8 | 112.5 | 29.1 | 30.7 | 59.8 |
| 1 | Executive Direction | 3.5 | 1.5 | | 6.6 | 8.1 | | 4.6 | 4.6 | |
| 2 | Staff Support | 0.9 | 0.4 | | 1.6 | 2.0 | | 1.1 | 1.1 | |
| 3 | Program Coordination | 5.3 | 2.3 | | 9.9 | 12.2 | | 7.0 | 6.9 | |
| 4 | Program Evaluation | 0.9 | 0.4 | | 1.6 | 2.0 | | 1.1 | 1.1 | |
| 5 | Admin. Services | 6.6 | 2.8 | | 12.4 | 15.2 | | 8.7 | 8.6 | |
| 6 | Technical Clerical | 6.6 | 2.8 | | 12.4 | 15.2 | | 8.7 | 8.6 | |
| 7 | Training | 2.6 | 1.1 | | 4.9 | 6.1 | | 3.5 | 3.5 | |
| 8 | Safety | 0.9 | 0.4 | | 1.6 | 2.0 | | 1.1 | 1.1 | |
| 9 | Pub. Affairs Coop. Rel. | 3.5 | 1.9 | | 3.8 | 4.7 | | 2.7 | 2.6 | |
| 10 | General Inquiry | 2.2 | 1.1 | | 3.3 | 3.9 | | 2.2 | 2.2 | |
| 11 | Prog. Analy. & PAWP AWP | 3.5 | 1.5 | | 6.6 | 8.1 | | 4.6 | 4.6 | |
| 12 | Packages | 0.3 | 0.1 | | 0.5 | 0.6 | | 0.4 | 0.3 | |
| | TOTAL | 36.8 | 16.3 | 53.1 | 65.2 | 80.1 | 145.3 | 45.7 | 45.2 | 90.9 |
| | GRAND TOTAL | 124.4 | 53.9 | 178.3 | 230.4 | 272.7 | 503.1 | 161.3 | 159.8 | 321.1 |

## WORKLOAD DETAIL IN MAN MONTHS FOR PROPOSED DISTRICTS

|  |  | MALTA DISTRICT |  |  |  |  | HELENA DISTRICT |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|
|  |  | West Hiline | Phillips | East Hiline | Snowy Mtn. | Total Malta | Helena | Garnet | Dillon | Total Helena |
| 30 | Environ. Analy. (Major) | - | - | - | - |  | - | - | - |  |
| 31 | Land Transfer | 2.0 | 1.5 | 1.5 | 3.5 |  | 6.0 | 2.0 | 0.5 |  |
| 32 | Land Use Authorizations | 0.6 | 0.2 | 0.3 | 0.3 |  | 1.3 | 0.4 | 0.7 |  |
| 33 | Material Sales--F.U. | 0.2 | - | 0.2 | 0.1 |  | 0.7 | 0.1 | 2.3 |  |
| 34 | O & G Leases | 0.6 | 0.6 | 0.3 | 1.0 |  | 0.2 | - | - |  |
| 35 | Other Mineral Leases | - | - | - | 0.2 |  | 1.8 | 0.1 | 0.4 |  |
| 36 | Mineral Pat. & Conflict | 2.0 | 10.0 | 10.0 | 1.0 |  | 8.0 | 9.0 | 3.0 |  |
| 37 | Range Authorizations | 5.5 | 4.9 | 3.6 | 8.2 |  | 6.0 | 1.4 | 6.5 |  |
| 39 | Range Qualifications | 0.7 | 1.0 | 0.8 | 1.2 |  | 0.4 | 0.1 | 1.5 |  |
| 41 | Timber Sales | - | 2.0 | - | 4.0 |  | 2.0 | 48.0 | 28.0 |  |
| 42 | Product Sales--F.U. | 0.1 | 1.6 | - | 1.0 |  | 0.5 | 2.3 | 2.4 |  |
| 43 | Recreation Author. | 0.6 | 0.4 | 0.2 | 0.6 |  | 0.4 | 0.4 | 0.8 |  |
|  | TOTAL | 12.3 | 22.2 | 16.9 | 21.1 | 72.5 | 27.3 | 63.8 | 46.1 | 137.2 |
| 45 | Trespass (All) & Contest | 5.0 | 3.0 | 4.0 | 3.0 |  | 5.0 | 4.5 | 3.5 |  |
| 47 | Compl. Land Use Author. | 0.6 | 0.1 | 0.2 | 0.3 |  | 0.9 | 0.3 | 0.7 |  |
| 48 | Compl. Oil & Gas | 3.2 | 4.0 | 1.5 | 4.5 |  | 1.1 | - | - |  |
| 49 | Compl. Coal Lease | - | - | - | - |  | - | - | - |  |
| 50 | Compl. Mat. Sales F.U. | - | - | - | 0.1 |  | 0.3 | - | 1.0 |  |
| 51 | Compl. Other Min. Lease | - | - | - | - |  | 2.1 | - | 0.2 |  |
| 52 | Compl. Explor. Permits | - | - | - | - |  | - | - | - |  |
|  | TOTAL | 8.8 | 7.1 | 5.7 | 7.9 | 29.5 | 9.4 | 4.8 | 5.4 | 19.6 |
| 15 | Wildhorse Number Inv. | 0.3 | - | - | - |  | 0.1 | - | 0.1 |  |
| 20 | Cultural Inventory | 13.7 | 20.5 | 26.6 | 11.5 |  | 6.0 | 2.3 | 15.5 |  |
| 21 | Hazard Inventory | 2.3 | 5.5 | 4.7 | 3.1 |  | 1.2 | 0.6 | 4.0 |  |
| 29 | Envir. Anal. (Routine) | 3.5 | 15.3 | 13.2 | 8.4 |  | 8.8 | 9.5 | 15.5 |  |
| 40 | Wildhorse Control | 1.0 | - | - | - |  | 0.3 | - | 2.5 |  |
| 44 | Rec. Oper.--Cleanup | 1.3 | 1.3 | 0.5 | 2.0 |  | 1.0 | 1.0 | 1.2 |  |
| 53 | Fire Preparedness | 1.0 | 1.0 | 1.0 | 2.0 |  | 1.3 | 1.0 | 1.8 |  |
| 54 | Access (All) | 8.0 | 18.0 | 18.0 | 20.0 |  | 30.0 | 22.0 | 40.0 |  |
| 55 | Hazard Reduction | 1.2 | 2.7 | 2.3 | 1.5 |  | 0.6 | 0.3 | 2.0 |  |
| 62 | Fence Maintenance | 4.9 | 5.0 | 4.8 | 3.9 |  | 0.6 | 0.4 | 3.8 |  |
| 63 | Water Maintenance | 12.0 | 11.6 | 12.2 | 7.4 |  | 1.0 | 0.6 | 3.0 |  |
| 64 | Road Maintenance | 0.8 | 1.8 | 1.8 | 2.2 |  | 1.5 | 1.3 | 4.8 |  |
| 65 | Recreation Maintenance | - | 5.0 | - | - |  | 8.6 | - | 8.0 |  |
| 66 | Bldg. & Yard Maintenance | - | - | - | - |  | - | - | - |  |
| 67 | Equipment Maintenance | - | - | - | - |  | - | - | - |  |
| 68 | Cultural Maintenance | 1.0 | - | - | - |  | 1.0 | 7.0 | 2.0 |  |
|  |  | 51.0 | 87.7 | 85.1 | 62.0 | 285.8 | 62.0 | 46.0 | 104.2 | 212.2 |

| | PROPOSED DISTRICTS | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | MALTA DISTRICT | | | | | HELENA DISTRICT | | | |
| | West Hiline | Phillips | East Hiline | Snowy Mtn. | Total Malta | Helena | Garnet | Dillon | Total Helena |
| 13 Mineral Inventory | 4.5 | 4.5 | 8.2 | 2.7 | | 1.8 | 0.5 | 3.7 | |
| 14 Forage (M.U.) Inventory | 6.8 | 10.2 | 13.3 | 5.8 | | 3.0 | 1.2 | 7.8 | |
| 16 Watershed Inventory | 9.6 | 13.3 | 15.1 | 2.0 | | 3.9 | - | 0.7 | |
| 17 Soils Inventory | 4.1 | 6.1 | 8.0 | 3.5 | | 1.8 | 0.7 | 4.7 | |
| 18 Forest Inventory | 0.4 | 0.1 | 0.7 | 1.3 | | 0.9 | 1.0 | 1.3 | |
| 19 Recreation Inventory | 8.2 | 12.3 | 16.0 | 6.9 | | 3.6 | 1.3 | 9.3 | |
| 22 Fisheries Inventory | 0.5 | 0.6 | 0.2 | 0.5 | | 1.5 | 1.2 | 1.3 | |
| 23 Wildlife Number Inv. | 3.0 | 4.4 | 5.8 | 2.5 | | 1.3 | 0.5 | 3.4 | |
| 24 Protection Inventory | 3.4 | 7.8 | 7.2 | 4.4 | | 1.7 | 0.9 | 5.7 | |
| 27 Activity Plan | 3.6 | 9.0 | 7.5 | 4.5 | | 1.8 | 0.9 | 6.0 | |
| 46 Mult. Use Supervision | 5.8 | 13.6 | 12.6 | 8.0 | | 3.0 | 1.7 | 10.0 | |
| 56 Project Plans | 2.0 | 3.0 | 3.6 | 6.0 | | 2.3 | 2.4 | 11.8 | |
| TOTAL | 51.9 | 84.9 | 98.2 | 48.1 | 283.1 | 26.6 | 12.3 | 65.7 | 104.6 |
| 25 Res. Analy. & Components | 5.0 | 8.0 | 8.0 | 3.0 | | 8.0 | 5.0 | 8.0 | |
| 26 Mgmt. Framework Plan | 2.8 | 4.6 | 4.4 | 1.7 | | 4.6 | 2.9 | 4.6 | |
| 28 Studies & Research | 0.3 | 1.4 | 0.7 | 0.4 | | 0.2 | 0.1 | 2.0 | |
| 38 Range Use Adjustments | 10.0 | 6.0 | 2.0 | 6.0 | | 8.0 | - | 42.0 | |
| 57 Forest Projects | - | - | - | - | | - | 28.0 | 4.2 | |
| 58 Fences | 4.0 | 2.0 | 4.0 | 5.8 | | 1.4 | 0.8 | 3.6 | |
| 59 Water Development | 2.3 | 5.0 | 6.8 | 8.2 | | 2.7 | 2.0 | 1.5 | |
| 60 Land Treatment | 1.0 | 1.6 | 1.0 | 2.0 | | - | - | - | |
| 61 Road & Rec. Const. | 5.0 | 5.0 | 5.0 | 15.0 | | 10.0 | 30.0 | 30.0 | |
| Total | 30.4 | 33.6 | 31.9 | 42.1 | 138.0 | 34.9 | 68.8 | 95.9 | 199.6 |
| 1 Executive Direction | 6.2 | 9.4 | 9.5 | 7.2 | | 6.4 | 7.8 | 12.7 | |
| 2 Staff Support | 1.5 | 2.3 | 2.4 | 1.8 | | 1.6 | 2.0 | 3.2 | |
| 3 Program Coordination | 9.2 | 14.1 | 14.3 | 10.9 | | 9.6 | 11.8 | 19.0 | |
| 4 Program Evaluation | 1.5 | 2.3 | 2.4 | 1.8 | | 1.6 | 2.0 | 3.2 | |
| 5 Admin. Services | 11.6 | 17.6 | 17.8 | 13.6 | | 12.0 | 14.7 | 23.8 | |
| 6 Technical Clerical | 11.6 | 17.6 | 17.8 | 13.6 | | 12.0 | 14.7 | 23.8 | |
| 7 Training | 4.6 | 7.0 | 7.1 | 5.4 | | 4.8 | 5.9 | 9.5 | |
| 8 Safety | 1.5 | 2.3 | 2.4 | 1.8 | | 1.6 | 2.0 | 3.2 | |
| 9 Pub. Affairs Coop. Rel. | 3.5 | 5.4 | 5.5 | 4.2 | | 3.7 | 4.5 | 7.3 | |
| 10 General Inquiry | 2.9 | 4.5 | 4.5 | 3.4 | | 3.0 | 3.7 | 6.0 | |
| 11 Prog. Analy. & PAWP AWP | 6.2 | 9.4 | 9.5 | 7.2 | | 6.4 | 7.8 | 12.7 | |
| 12 Packages | 0.5 | 0.7 | 0.7 | 0.5 | | 0.5 | 0.6 | 1.0 | |
| TOTAL | 60.8 | 92.6 | 93.9 | 71.4 | 318.7 | 63.2 | 77.5 | 125.4 | 266.1 |
| GRAND TOTAL | 215.2 | 328.1 | 331.7 | 252.6 | 1127.6 | 223.4 | 273.2 | 442.7 | 939.3 |

APPENDIX A-6(b)

PROPOSED DISTRICTS

| | MILES CITY DISTRICT | | | | | NO. DAKOTA PROJECT | | CMRUSSELL NAT'L WL RANGE | |
|---|---|---|---|---|---|---|---|---|---|
| | Big Dry Prairie | Powder River | So. Dakota | Midland Empire | Tot.Miles Cty | No.Dak.Proj. | Tot.No.Dakota | CMRussell | Tot.CMRussell |
| 30 Environ. Analy. (Major) | - - | - | - | - | | - | | - | |
| 31 Land Transfer | 3.0 | 2.5 | 4.0 | 3.5 | | 2.5 | | 1.5 | |
| 32 Land Use Authorizations | 2.3 | 1.1 | 0.6 | 1.0 | | 0.8 | | 0.3 | |
| 33 Material Sales--F.U. | 1.2 | 0.6 | - | 0.3 | | - | | 0.2 | |
| 34 O & G Leases | 1.1 | 1.0 | 0.1 | 0.3 | | 0.3 | | 0.7 | |
| 35 Other Mineral Leases | 0.9 | 0.7 | - | 0.3 | | 0.8 | | - | |
| 36 Mineral Pat. & Conflict | - | 16.0 | 2.0 | 2.0 | | -- | | - | |
| 37 Range Authorizations | 15.5 | 10.8 | 6.0 | 5.3 | | 1.6 | | 1.3 | |
| 39 Range Qualifications | 2.7 | 1.7 | 1.0 | 0.8 | | - | | 0.3 | |
| 41 Timber Sales | - | - | 2.0 | 1.0 | | - | | - | |
| 42 Product Sales--F.U. | 0.7 | 0.7 | 1.4 | - | | - | | 0.3 | |
| 43 Recreation Author. | 0.6 | 0.3 | 0.4 | 0.8 | | - | | 0.3 | |
| TOTAL | 28.0 | 35.4 | 17.5 | 15.3 | 96.2 | 6.0 | 6.0 | 4.9 | 4.9 |
| 45 Trespass (All) & Contest | 7.0 | 4.0 | 2.0 | 3.0 | | 1.0 | | 5.0 | |
| 47 Compl. Land Use Author. | 0.7 | 0.4 | 0.4 | 0.5 | | 0.7 | | 0.5 | |
| 48 Compl. Oil & Gas | 4.6 | 5.1 | 1.4 | 1.4 | | 0.8 | | 1.0 | |
| 49 Compl. Coal Lease | 5.0 | 4.5 | - | 0.5 | | 1.5 | | - | |
| 50 Compl. Mat. Sales F.U. | 0.2 | 0.2 | - | - | | - | | 0.1 | |
| 51 Compl. Other Min. Lease | 0.2 | 0.1 | - | - | | - | | - | |
| 52 Compl. Explor. Permits | 1.6 | - | 2.4 | - | | - | | - | |
| TOTAL | 19.3 | 14.3 | 6.2 | 5.4 | 45.2 | 4.0 | 4.0 | 6.6 | 6.6 |
| 15 Wildhorse Number Inv. | - | - | - | 0.1 | | - | | - | |
| 20 Cultural Inventory | 48.5 | 35.2 | 6.3 | 8.0 | | 27.1 | | 8.0 | |
| 21 Hazard Inventory | 7.1 | 4.2 | 1.1 | 1.7 | | 0.2 | | 2.5 | |
| 29 Envir. Anal. (Routine) | 23.5 | 12.5 | 2.5 | 5.2 | | 1.8 | | 4.0 | |
| 40 Wildhorse Control | - | - | - | 3.3 | | - | | - | |
| 44 Rec. Oper.--Cleanup | 1.0 | 0.5 | 0.7 | 1.0 | | 0.5 | | 5.0 | |
| 53 Fire Preparedness | 2.0 | 1.0 | 1.0 | 1.5 | | - | | 3.0 | |
| 54 Access (All) | 28.0 | 12.0 | 8.0 | 26.0 | | 1.0 | | 10.0 | |
| 55 Hazard Reduction | 3.5 | 2.1 | 0.6 | 0.8 | | - | | 0.5 | |
| 62 Fence Maintenance | 4.9 | 5.8 | 0.4 | 2.6 | | 0.2 | | 2.0 | |
| 63 Water Maintenance | 22.8 | 10.0 | 3.0 | 4.0 | | 1.0 | | 4.0 | |
| 64 Road Maintenance | 3.0 | 1.6 | 0.4 | 2.7 | | 0.1 | | 10.0 | |
| 65 Recreation Maintenance | - | - | 5.2 | - | | - | | 2.0 | |
| 66 Bldg. & Yard Maintenance | - | - | - | - | | - | | 10.0 | |
| 67 Equipment Maintenance | - | - | - | - | | - | | 10.0 | |
| 68 Cultural Maintenance | - | 6.4 | - | 3.0 | | - | | - | |
| TOTAL | 144.3 | 91.3 | 29.2 | 59.9 | 324.7 | 31.9 | 31.9 | 71.0 | 71.0 |

| | PROPOSED DISTRICTS | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | MILES CITY DISTRICT | | | | | NO.DAKOTA PROJECT | | CMRUSSELL NAT'L WL RANGE | |
| | Big Dry Prairie | Powder R. | So. Dakota | Midland Empire | Tot.Miles Cty | No. Dak.Proj. | Tot. No. Dak. | CMRussell | Tot. CMRussell |
| 13 Mineral Inventory | 16.9 | 13.5 | 2.1 | 2.3 | | 13.0 | | - | |
| 14 Forage (M.U.) Inventory | 24.2 | 18.5 | 3.2 | 4.0 | | 13.6 | | 20.0 | |
| 16 Watershed Inventory | 4.2 | 2.2 | 0.7 | 2.3 | | 0.9 | | 10.4 | |
| 17 Soils Inventory | 14.5 | 11.0 | 1.9 | 2.4 | | 8.1 | | 3.0 | |
| 18 Forest Inventory | 0.7 | 0.5 | 0.1 | 0.6 | | - | | 3.6 | |
| 19 Recreation Inventory | 29.1 | 22.0 | 3.8 | 4.8 | | 16.3 | | 2.5 | |
| 22 Fisheries Inventory | 1.5 | 0.4 | 3.3 | 0.2 | | 0.1 | | 3.0 | |
| 23 Wildlife Number Inv. | 10.5 | 8.0 | 1.3 | 1.7 | | 5.9 | | 8.8 | |
| 24 Protection Inventory | 10.5 | 6.0 | 1.6 | 2.4 | | 0.3 | | 5.7 | |
| 27 Activity Plan | 10.5 | 12.0 | 1.5 | 2.4 | | 0.1 | | 6.0 | |
| 46 Mult. Use Supervision | 17.0 | 10.0 | 2.8 | 4.2 | | 0.5 | | 12.0 | |
| 56 Project Plans | 9.0 | 7.6 | 2.0 | 8.5 | | 0.6 | | 2.0 | |
| TOTAL | 148.2 | 111.7 | 24.3 | 35.8 | 320.0 | 59.4 | 59.4 | 77.0 | 77.0 |
| 25 Res. Analy. & Components | 12.0 | 6.0 | 7.0 | 6.0 | | 2.0 | | 2.0 | |
| 26 Mgmt. Framework Plan | 6.8 | 3.4 | 4.0 | 3.4 | | 2.0 | | 2.0 | |
| 28 Studies & Research | 1.2 | 0.5 | 0.2 | 0.8 | | - | | 1.5 | |
| 38 Range Use Adjustments | 13.0 | 4.0 | 6.0 | 3.0 | | - | | 1.0 | |
| 57 Forest Projects | - | - | 10.7 | - | | - | | - | |
| 58 Fences | 5.4 | 2.0 | 4.2 | 4.6 | | 0.4 | | 1.0 | |
| 59 Water Development | 6.7 | 4.7 | 2.5 | 2.8 | | 1.0 | | 1.0 | |
| 60 Land Treatment | - | 1.6 | 1.0 | 1.0 | | - | | - | |
| 61 Road & Rec. Const. | 5.0 | 5.0 | 10.0 | 15.0 | | - | | 20.0 | |
| Total | 50.1 | 27.2 | 45.6 | 36.6 | 159.5 | 5.4 | 5.4 | 28.5 | 28.5 |
| 1 Executive Direction | 15.6 | 11.2 | 4.9 | 6.1 | | 4.3 | | 7.5 | |
| 2 Staff Support | 3.9 | 2.8 | 1.2 | 1.5 | | 1.1 | | 1.9 | |
| 3 Program Coordination | 23.4 | 16.8 | 7.4 | 9.1 | | 6.4 | | 11.3 | |
| 4 Program Evaluation | 3.9 | 2.8 | 1.2 | 1.5 | | 1.1 | | 1.9 | |
| 5 Admin. Services | 29.2 | 21.0 | 9.2 | 11.5 | | 8.0 | | 14.1 | |
| 6 Technical Clerical | 29.2 | 21.0 | 9.2 | 11.5 | | 8.0 | | 14.1 | |
| 7 Training | 11.7 | 8.4 | 3.7 | 4.6 | | 3.2 | | 5.6 | |
| 8 Safety | 3.9 | 2.8 | 1.2 | 1.5 | | 1.1 | | 1.9 | |
| 9 Pub. Affairs Coop. Rel. | 9.0 | 6.4 | 2.8 | 6.1 | | 2.5 | | 9.4 | |
| 10 General Inquiry | 7.4 | 5.3 | 2.3 | 3.8 | | 2.0 | | 3.8 | |
| 11 Prog. Analy. & PAWP AWP | 15.6 | 11.2 | 4.9 | 6.1 | | 4.3 | | 7.5 | |
| 12 Packages | 1.2 | 0.8 | 0.4 | 0.5 | | 0.3 | | 0.6 | |
| TOTAL | 154.0 | 110.5 | 48.4 | 63.8 | 376.7 | 42.3 | 42.3 | 79.6 | 79.6 |
| GRAND TOTAL | 543.9 | 390.4 | 171.2 | 216.8 | 1322.3 | 149.0 | 149.0 | 267.6 | 267.6 |

# APPENDIX A-7

## Conversion of Workload to Skill Needs

Skill needs calculations were linked directly with the workload analysis process. Each of the 74 work items was examined by the Study Team and an estimate of skill needs or mixes defined. These estimates tie to the functional statements in Appendix B-4 and to the proposed Districts and Resource Areas only. Percentage skill factors were multiplied times workload to measure each work item by field office.

Appendix A-7(a) indicates the conversion factors used, and A-7(b) the resulting total Montana workload by skill areas.

APPENDIX A-7(a)

## SKILL NEEDS CONVERSION FACTORS

| Ref. No. | Work Item | Unit | Obj. | Conv. Factors | Estimated Approximate Skills Mix/Work Item |
|---|---|---|---|---|---|
| 30 | Environ. Anal. (Major) | No. | I | -- | |
| 31 | Land Transfer | Case | I | 2 | 100% Realty Spec. |
| 32 | Land Use Authorizations | Case | I | 10 | 100% Realty Spec. |
| 33 | Material Sales--F.U. | Case | I | 10 | 100% Minerals Spec. |
| 34 | O&G Leases | Case | I | 66 | 100% Minerals Spec. |
| 35 | Other Mineral Leases | Case | I | 22 | 100% Minerals Spec. |
| 36 | Mineral Pat. & Conflict | Case | I | 1 | 100% Minerals Spec. |
| 37 | Range Authorizations | No. | I | 60 | 100% Range Cons. |
| 39 | Range Qualifications | No. | I | 20 | 100% Range Cons. |
| 41 | Timber Sales | No. | I | 1/2 | 60% Forester 40% Tech. (NRT) |
| 42 | Product Sales--F.U. | Case | I | 15 | 90% Forester 10% Tech. (NRT) |
| 43 | Recreation Author. | Case | I | 10 | 100% Recreation Planner |
| | TOTAL | | | | |
| 45 | Trespass (All) & Contest | Case | II | 2 | * 25% Tech. (NRT) |
| 47 | Compl. Land Use Author. | Case | II | 16 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| 48 | Compl. Oil & Gas | Case | II | 10 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| 49 | Compl. Coal Lease | Case | II | 2 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| 50 | Compl. Mat. Sales F.U. | Case | II | 22 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| 51 | Compl. Other Min. Lease | Case | II | 10 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| 52 | Compl. Explor. Permits | Case | II | 5 | 100% Surf. Prot. Spec. (Environ. Prot. Spec.) |
| | TOTAL | | | | |
| 15 | Wildhorse Number Invent. | Acre | III | 200,000 | 25% Biologist 75% Tech. (NRT) |
| 20 | Cultural Inventory | Acre | III | 15,000 | 100% Archeologist |
| 21 | Hazard Inventory | Acre | III | 50,000 | 25% Recreation Planner 25% Engr. 50% Tech. (0) |
| 29 | Envir. Anal. (Routine) | No. | III | 4 | * |
| 40 | Wildhorse Control | Horse | III | 42 | 20% Biologist 80% Tech. (NRT) |
| 44 | Rec. Oper.--Cleanup | Site | III | 15 | 10% Recreation Planner 90% Tech. (NRT) |
| 53 | Fire Preparedness | M/M | III | -- | 100% Fire Control Spec. |
| 54 | Access (All) | Case | III | 1/2 | 25% Engr., 50% ATROW, 25% Tech. (0) |
| 55 | Hazard Reduction | Site | III | 10 | 100% Tech. (OPS) |
| 62 | Fence Maintenance | Mile | III | 10 | 100% Tech. (OPS) |
| 63 | Water Maintenance | No. | III | 5 | 10% Engr. 90% Tech. (OPS) |
| 64 | Road Maintenance | Mile | III | 25 | 10% Engr. 90% Tech. (OPS) |
| 65 | Recreation Maintenance | Site | III | 5 | 5% Rec. Plnr., 10% Engr., 85% Tech. (0) |
| 66 | Bldg. & Yard Maintenance | M/M | III | 1/2 | 10% Engr. 90% Tech. (OPS) |
| 67 | Equipment Maintenance | M/M | III | -- | 100% Tech. (OPS) |
| 68 | Cultural Maintenance | M/M | III | 1 | 20% Engr., 10% Arch., 10% LA, 60% Tech. (0) |
| | TOTAL | | | | |

*Skills distributed on basis of best estimate of workload for each resource area.
ATROW = Right of way Specialist or Access Specialist.

NRT = Natural Resource Technician, Range Technician, Forestry Tech, etc.
OPS = Operations Technician, Range Technician, Engr. Tech, Operators, etc.

## CONVERSION OF WORKLOAD TO SKILLS GUIDE

| Ref. No. | Work Item | Unit | Obj. | Conv. Factors (units per man month) | | Estimated Approximate Skills Mix/Work Item | |
|---|---|---|---|---|---|---|---|
| 13 | Mineral Inventory | Acre | IV | 38,000 | | 50% Minerals Spec. | 50% Tech. (NRT) |
| 14 | Forage (M.U.) Inventory | Acre | IV | 15,000 | | 25% Range Con.,15% Wildlife Hab. Spec., 60% Tech. (NRT) | |
| 16 | Watershed Inventory | Acre | IV | 30,000 | | 25% Range | 75% Tech. (NRT) |
| 17 | Soils Inventory | Acre | IV | 25,000 | | 50% Soil Sci. | 50% Tech. (NRT) |
| 18 | Forest Inventory | Acre | IV | 17,000 | | 20% Forester | 80% Tech. (NRT) |
| 19 | Recreation Inventory | Acre | IV | 25,000 | | 50% Rec. Planner | 50% Tech. (NRT) |
| 22 | Fisheries Inventory | Fishery | IV | 10 | | 50% Fisheries Bio. | 50% Tech. (NRT) |
| 23 | Wildlife Number Invent. | Acre | IV | 115,000 | | 50% Wildlife Bio. | 50% Tech. (NRT) |
| 24 | Protection Inventory | Acre | IV | 35,000 | | 100% Fire Control Spec. | |
| 27 | Activity Plan | Plan | IV | 1/3 (1 pl/50 Mac) | | * | |
| 46 | Mult. Use Supervision | M/M | IV | 100,000 | | * | 50% Tech. (NRT) |
| 56 | Project Plans | Plan | IV | 7 | | * | 25% Tech. (0) |
| | TOTAL | | | | | | |
| 25 | Res. Anal. & Components | No. | V | 1/7 | | * | |
| 26 | Mgmt. Framework Plan | Plan | V | 1/4 | | * | |
| 28 | Studies & Research | No. | V | 2 (1 stdy/1 MM ac) | | * | |
| 38 | Range Use Adjustments | No. | V | 1 | | 100% Range Con. | |
| 57 | Forest Projects | Acre | V | 50 | | 20% Forester | 80% Tech. (0) |
| 58 | Fences | Mile | V | 5 | | 10% Engr. | 90% Tech. (0) |
| 59 | Water Development | No. | V | 4 | | 20% Engr. | 80% Tech. (0) |
| 60 | Land Treatment | Acre | V | 250 | | 50% Range Con. | 50% Tech. (0) |
| 61 | Road & Rec. Const. | Proj. | V | 1/10 | | 75% Engr. | 25% Tech. (0) |
| | TOTAL | | | DO | SO | | |
| 1 | Executive Direction | | VI | 4% | 2½% | | |
| 2 | Staff Support | | VI | 1% | 2% | | |
| 3 | Program Coordination | | VI | 6% | 7% | * | |
| 4 | Program Evaluation | | VI | 1% | 3% | | |
| 5 | Admin. Services | | VI | 7½% | 11½% | | |
| 6 | Technical Clerical | | VI | 7½% | 8½% | | |
| 7 | Training | | VI | 3% | 2½% | | |
| 8 | Safety | | VI | 1% | 1% | | |
| 9 | Pub. Affairs Coop. Rel. | | VI | 2.3% | | * | |
| 10 | General Inquiry | | VI | 1.9% | | * | |
| 11 | Prog. Anal. & PAWP AWP | | VI | 4% | | | |
| 12 | Packages | | VI | .3% | | | |
| | TOTAL | | | | | | |

*Skills distributed on basis of best estimate of workload for each resource area.

APPENDIX A-7(b)

## TOTAL DISTRICT WORKLOAD IN MAN MONTHS BY SKILL TYPES

| PROPOSED DISTRICTS, PROJECT & WILDLIFE RGE. | RESOURCE AREA | REALTY | MINERALS | RANGE | FORESTRY | WATERSHED SOILS | WATERSHED HYDROLOGY | RECREATION | ARCHEOLOGY | WILDLIFE BIOL. | WILDLIFE FISHERIES | FIRE CONTROL | ENVIRON. PROT. | ATROW | ENGR. | RES. MGR. (TECH.) | OPER. (TECH.) | CLERKS | ADMIN. SERVICES | OVERHEAD | TOTALS |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Helena Dist. | Pioneer | 10.9 | 19.3 | 69.9 | 35.5 | 9.2 | 5.3 | 15.3 | 19.6 | 8.4 | 4.0 | 8.8 | 3.1 | 21.1 | 22.9 | 31.1 | 66.3 | 40.1 | 14.7 | 36.0 | 441.5 |
| | Garnet | 7.3 | 14.4 | 10.1 | 46.2 | 3.5 | 2.3 | 8.5 | 1.9 | 3.7 | 3.5 | 1.3 | .9 | 11.7 | 17.0 | 24.9 | 60.5 | 25.1 | 9.6 | 20.7 | 273.1 |
| | Upper Missouri | 13.8 | 18.1 | 26.4 | 5.5 | 4.4 | 2.4 | 6.9 | 9.1 | 5.0 | 3.0 | 4.0 | 4.9 | 15.4 | 12.7 | 15.0 | 31.6 | 20.3 | 8.5 | 15.7 | 222.7 |
| | | 32.0 | 51.8 | 106.4 | 87.2 | 17.1 | 10.0 | 30.7 | 30.6 | 17.1 | 10.5 | 14.1 | 8.9 | 48.2 | 52.6 | 71.0 | 158.4 | 85.5 | 32.8 | 72.4 | 937.3 |
| Malta Dist. | West Hiline | 8.0 | 10.4 | 30.0 | 2.9 | 5.1 | 1.2 | 9.8 | 16.3 | 6.1 | 2.0 | 5.4 | 4.2 | 4.4 | 6.6 | 28.1 | 31.7 | 19.9 | 7.8 | 14.4 | 214.3 |
| | Phillips | 11.3 | 23.9 | 37.0 | 6.7 | 9.6 | 3.9 | 21.2 | 25.2 | 6.3 | 5.6 | 9.6 | 4.7 | 12.1 | 10.6 | 34.6 | 41.5 | 30.9 | 8.0 | 24.9 | 327.6 |
| | East Hiline | 10.6 | 25.0 | 31.6 | 2.9 | 10.3 | 4.0 | 16.2 | 31.0 | 9.6 | 3.1 | 8.9 | 2.4 | 9.7 | 10.5 | 48.9 | 41.7 | 31.3 | 8.2 | 25.5 | 331.4 |
| | Snowy Mountain | 9.3 | 9.9 | 27.0 | 6.2 | 6.6 | 2.5 | 10.0 | 14.4 | 6.4 | 2.0 | 7.5 | 5.6 | 10.7 | 13.5 | 20.7 | 48.3 | 23.9 | 7.9 | 18.4 | 250.8 |
| | | 39.2 | 69.2 | 125.6 | 18.7 | 31.6 | 11.6 | 57.2 | 86.9 | 28.4 | 12.7 | 31.4 | 16.9 | 36.9 | 41.2 | 132.3 | 163.2 | 106.0 | 31.9 | 83.2 | 1124.1 |
| Miles City Dist. | Big Dry Prairie | 20.5 | 32.7 | 71.5 | 2.3 | 14.7 | 4.8 | 27.3 | 54.5 | 16.9 | 4.5 | 14.3 | 14.2 | 15.5 | 16.5 | 67.1 | 61.3 | 49.4 | 16.2 | 40.8 | 545.0 |
| | Powder River | 13.9 | 39.9 | 45.5 | 2.1 | 11.3 | 3.9 | 18.8 | 39.1 | 11.5 | 1.9 | 8.2 | 11.7 | 7.0 | 9.9 | 48.9 | 40.6 | 36.0 | 11.3 | 29.9 | 391.4 |
| | Midland Empire | 9.8 | 10.8 | 19.4 | 4.0 | 5.6 | 2.3 | 7.5 | 10.4 | 7.2 | 1.6 | 4.5 | 3.2 | 13.5 | 13.2 | 18.2 | 39.9 | 19.8 | 7.6 | 15.6 | 214.1 |
| | South Dakota | 8.8 | 6.6 | 20.2 | 8.2 | 3.9 | 1.3 | 5.9 | 7.7 | 3.8 | 3.0 | 3.1 | 3.4 | 4.5 | 7.2 | 12.9 | 34.1 | 16.0 | 5.1 | 12.8 | 168.5 |
| | | 53.0 | 90.0 | 156.6 | 16.6 | 35.5 | 12.3 | 59.5 | 111.7 | 39.4 | 11.0 | 30.1 | 32.5 | 40.5 | 46.8 | 147.1 | 175.9 | 121.2 | 40.2 | 99.1 | 1319.0 |
| North Dakota Proj. | | 6.0 | 10.5 | 8.0 | 1.9 | 6.8 | .7 | 10.6 | 27.9 | 6.5 | .7 | .6 | 3.7 | 1.4 | .8 | 32.2 | 3.0 | 14.1 | 4.2 | 9.8 | 149.8 |
| Total w/o CMR | | 130.2 | 221.5 | 396.6 | 124.4 | 91.0 | 34.6 | 158.0 | 257.1 | 91.4 | 35.1 | 76.2 | 62.0 | 127.0 | 141.4 | 382.6 | 500.5 | 326.8 | 109.1 | 264.5 | 3530.0 |
| CM Russell W.R. | | 2.6 | 1.5 | 26.8 | 2.3 | 2.5 | .4 | 6.1 | 8.0 | 24.2 | 3.2 | 8.7 | 1.6 | 6.2 | 10.6 | 39.7 | 61.5 | 24.4 | 9.9 | 26.2 | 266.4 |
| Total District Workload | | 132.8 | 223.0 | 423.4 | 126.7 | 93.5 | 35.0 | 164.1 | 265.1 | 115.6 | 38.3 | 84.9 | 63.6 | 133.2 | 152.0 | 422.3 | 562.0 | 351.2 | 119.0 | 290.7 | 3796.4 |

## APPENDIX A-8

### Adjusted Skill Needs

Montana's field office operations are now limited to 168 permanent full-time employees and 41 permanent part-time employees. The final process was to scale back total workload and skill needs to fit this limitation. This was done only for the proposed organization and was done on a proportional share basis. Total workload skill needs were established as illustrated in Appendix A-7. From this, contractible work was deducted. Capability was then related to this adjusted figure. Capability versus the adjusted total workload was a .656 factor. (The percentage of present manpower capability to total need as estimated by the Study Team.)

Appendix A-8(a) shows work subject to contracting as estimated by the Study Team, and A-8(b) shows the conversion of these to total contractible workload by work item and skills type. A-8(c) shows total District and Area skill needs reduced by both contractible work and on a proportional share basis of Fiscal Year 1976 manpower capability.

This analysis was used in developing the proposed staffing for District Offices, but was adjusted in some cases because of other considerations.

APPENDIX A-8(a)

## MAJOR CONTRACTIBLE WORK ITEMS

Work Item No.

9. Public Affairs and Coop Rel. - One full-time position per District; 2 MM's per Area; contract balance.

13. Mineral Inventory - Contract 5% of workload.

14. Forage Inventory - Contract 10% of workload.

15. Wildhorse Inventory - Contract 50% of workload.

17. Soils Inventory - One full-time position per District; contract the balance.

18. Forest Inventory - Contract 5% of workload.

19. Recreation Inventory - Contract 50% of workload.

20. Cultural Inventory - One full-time position per District; contract the balance.

21. Hazard Inventory - Contract 75% of workload.

22. Fisheries Inventory - Contract 5% of workload.

24. Protection Inventory - Contract 5% of workload.

40. Wildhorse Control - Contract 80%.

44. Rec. Oper. - Cleanup - Contract 75%.

54. Access - There is contractible workload in Engineering, Access and Appraisal. Therefore, the Study Team felt each District should have a minimum of one engineering position and one access position. The extra workload could be contracted for major portions of work items #54 (Access) and #61 (Roads and Recreation Construction).

61. Road and Recreation Construction.

65. Recr. Maintenance - Contract 75% of workload.

## TOTAL
## DISTRICT MANPOWER CAPABILITY NEEDS CONVERTIBLE TO CONTRACT

## TOTAL
## DISTRICT SKILL NEEDS REDUCTION DUE TO CONTRACTING PART OF WORKLOAD

| Item No. | Statewide Need - MM's | Percent Contractible | Balance Remaining | Realty | Minerals | Range | Forestry | Watershed Soils | Watershed Hydr. | Recr. | Arch. | Wildlife Biol. | Wildlife Fisheries | Fire Control | Environmental Prot Spec | ATROW | Engr. | Resource Mgmt. (Tech) | Oper (Tech) | Clerk | Admin. Serv. | Overhead |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 9 | 70.3 | 10% - 7.0 | 63.3 | | | | | | | | | | | | | | | | | | | 7.0 |
| 13 | 73.7 | 5% - 3.7 | 70.0 | | 1.9 | | | | | | | | | | | | | 1.8 | | | | |
| 14 | 131.6 | 10% - 13.2 | 118.4 | | | 3.3 | | | | | | 2.0 | | | | | | 7.9 | | | | |
| 15 | .6 | 50% - .3 | .3 | | | | | | | | | .1 | | | | | | .2 | | | | |
| 17 | 69.8 | 60% - 41.9 | 27.9 | | | | | 21.0 | | | | | | | | | | 20.9 | | | | |
| 18 | 11.2 | 5% - .6 | 10.6 | | | | .1 | | | | | | | | | | | .5 | | | | |
| 19 | 136.1 | 50% - 68.0 | 68.1 | | | | | | | 34.0 | | | | | | | | 34.0 | | | | |
| 20 | 229.2 | 87% - 199.4 | 29.8 | | | | | | | | 199.4 | | | | | | | | | | | |
| 21 | 38.2 | 75% - 28.6 | 9.6 | | | | | | | 7.1 | | | | | | | 7.1 | | 14.4 | | | |
| 22 | 14.3 | 5% - .7 | 13.6 | | | | | | | | | | .4 | | | | | .3 | | | | |
| 24 | 62.8 | 5% - 3.1 | 59.7 | | | | | | | | | | | 3.1 | | | | | | | | |
| 40 | 7.1 | 80% - 5.7 | 1.4 | | | | | | | | | 1.1 | | | | | | 4.6 | | | | |
| 44 | 17.0 | 75% - 12.7 | 4.3 | | | | | | | 1.3 | | | | | | | | | 11.4 | | | |
| 54 | 241.0 | 50% 120.5 | 120.5 | | | | | | | | | | | | | 60.2 | 30.1 | | 30.1 | | | |
| 61 | 155.0 | 85% - 131.7 | 23.3 | | | | | | | | | | | | | | 100.0 | | 31.7 | | | |
| 65 | 28.8 | 75% - 21.6 | 7.2 | | | | | | | 1.0 | | | | | | | 2.2 | | 18.4 | | | |
| TOTAL | | 65.87 | | | 1.9 | 3.3 | .1 | 21.0 | | 43.4 | 199.4 | 3.2 | .4 | 3.1 | | 60.2 | 139.4 | 70.2 | 106.0 | | | 7.0 |

APPENDIX A-8(c)

## DISTRICT WORKLOAD IN MAN MONTHS
## REDUCED BY CONTRACTIBLE WORK
## AND ADJUSTED ON A PROPORTIONAL SHARE OF FY76 MANPOWER CAPABILITY

| PROPOSED DISTRICTS, PROJECT & WILDLIFE RGE. | RESOURCE AREA | REALTY | MINERALS | RANGE | FORESTRY | WATERSHED SOILS | WATERSHED HYDROLOGY | RECREATION | ARCHEOLOGY | WILDLIFE BIOL. | WILDLIFE FISHERIES | FIRE CONTROL | ENVIRON. PROT. | ATROW | ENGR. | RES. MGR. (TECH.) | OPER. (TECH.) | CLERKS | ADMIN. SERVICES | OVERHEAD | TOTALS |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Helena Dist. | Pioneer | 7.2 | 12.1 | 45.7 | 23.2 | - | 3.5 | 7.7 | - | 5.2 | 2.4 | 5.6 | 2.0 | - | - | 14.8 | 33.3 | 26.3 | 9.6 | 23.2 | 221.8 |
| | Garnet | 4.8 | 9.4 | 6.6 | 30.3 | - | 1.5 | 5.2 | - | 2.4 | 2.3 | .9 | .6 | - | - | 15.5 | 34.4 | 16.5 | 6.3 | 13.3 | 150.0 |
| | Upper Missouri | 9.1 | 11.9 | 17.3 | 3.6 | - | 1.6 | 3.5 | - | 3.2 | 2.0 | 2.6 | 3.2 | - | - | 8.1 | 14.3 | 13.3 | 5.6 | 10.0 | 109.3 |
| | | 21.1 | 33.4 | 69.6 | 57.1 | 10.0 | 6.6 | 16.4 | 10.0 | 10.8 | 6.7 | 9.1 | 5.8 | 10.0 | 10.0 | 38.4 | 82.0 | 56.1 | 21.5 | 46.5 | 521.1 |
| Malta Dist. | West Hiline | 5.2 | 6.8 | 19.5 | 1.9 | - | .8 | 4.7 | - | 3.8 | 1.3 | 3.4 | 2.8 | - | - | 14.8 | 19.2 | 13.1 | 5.1 | 9.2 | 111.6 |
| | Phillips | 7.4 | 15.6 | 24.1 | 4.4 | - | 2.6 | 11.0 | - | 4.1 | 3.7 | 6.0 | 3.1 | - | - | 18.4 | 22.4 | 20.3 | 5.2 | 16.0 | 164.3 |
| | East Hiline | 7.0 | 16.3 | 20.5 | 1.9 | - | 2.6 | 7.4 | - | 6.2 | 2.0 | 5.6 | 1.6 | - | - | 27.0 | 24.8 | 20.5 | 5.4 | 16.3 | 165.1 |
| | Snowy Mountain | 6.1 | 6.4 | 17.6 | 4.1 | - | 1.6 | 4.9 | - | 4.1 | 1.3 | 4.8 | 3.7 | - | - | 10.6 | 28.0 | 15.7 | 5.2 | 11.8 | 125.9 |
| | | 25.7 | 45.1 | 81.7 | 12.3 | 10.0 | 7.6 | 28.0 | 10.0 | 18.2 | 8.3 | 19.8 | 11.2 | 10.0 | 10.0 | 70.8 | 94.4 | 69.6 | 20.9 | 53.3 | 606.9 |
| Miles City Dist. | Big Dry Prairie | 13.4 | 21.2 | 46.5 | 1.5 | - | 3.1 | 12.2 | - | 10.8 | 3.0 | 9.1 | 9.3 | - | - | 34.7 | 36.7 | 32.4 | 10.6 | 26.2 | 270.7 |
| | Powder River | 9.1 | 26.0 | 29.5 | 1.4 | - | 2.6 | 8.1 | - | 7.3 | 1.2 | 5.2 | 7.7 | - | - | 25.1 | 24.4 | 23.6 | 7.4 | 19.2 | 197.8 |
| | Midland Empire | 6.4 | 7.0 | 12.7 | 2.6 | - | 1.5 | 3.9 | - | 4.3 | 1.0 | 2.9 | 2.1 | - | - | 8.6 | 22.6 | 13.0 | 5.0 | 9.8 | 103.4 |
| | South Dakota | 5.8 | 4.3 | 13.2 | 5.4 | - | .9 | 3.0 | - | 2.4 | 1.9 | 2.0 | 2.2 | - | - | 6.9 | 18.2 | 10.5 | 3.3 | 8.2 | 88.2 |
| | | 34.7 | 58.5 | 101.9 | 10.9 | 10.0 | 8.1 | 27.2 | 10.0 | 24.8 | 7.1 | 19.2 | 21.3 | 10.0 | 10.0 | 75.3 | 101.9 | 79.5 | 26.3 | 63.4 | 700.1 |
| North Dakota Proj. | | 3.9 | 6.7 | 5.1 | 1.2 | 2.9 | .5 | 4.2 | 2.8 | 4.1 | .6 | .2 | 2.4 | .9 | .5 | 15.9 | 1.9 | 9.2 | 2.8 | 6.2 | 72.0 |
| Total w/o CMR | | 85.4 | 143.7 | 258.3 | 81.5 | 32.9 | 22.8 | 75.8 | 32.8 | 57.9 | 22.7 | 48.3 | 40.7 | 30.9 | 30.5 | 200.4 | 280.2 | 214.4 | 71.5 | 169.4 | 1900.1 |
| CM Russell W.R. | | 1.7 | 1.0 | 17.3 | 1.5 | 2.4 | .3 | 3.0 | .7 | 15.7 | 2.0 | 5.5 | 1.0 | 3.2 | - | 21.9 | 35.7 | 16.0 | 6.5 | 16.5 | 151.9 |
| Total District Workload | | 87.1 | 144.7 | 275.6 | 83.0 | 35.3 | 23.1 | 78.8 | 33.5 | 73.6 | 24.7 | 53.8 | 41.7 | 34.1 | 30.5 | 222.3 | 315.9 | 230.4 | 78.0 | 185.9 | 2052.0 |

# APPENDIX B

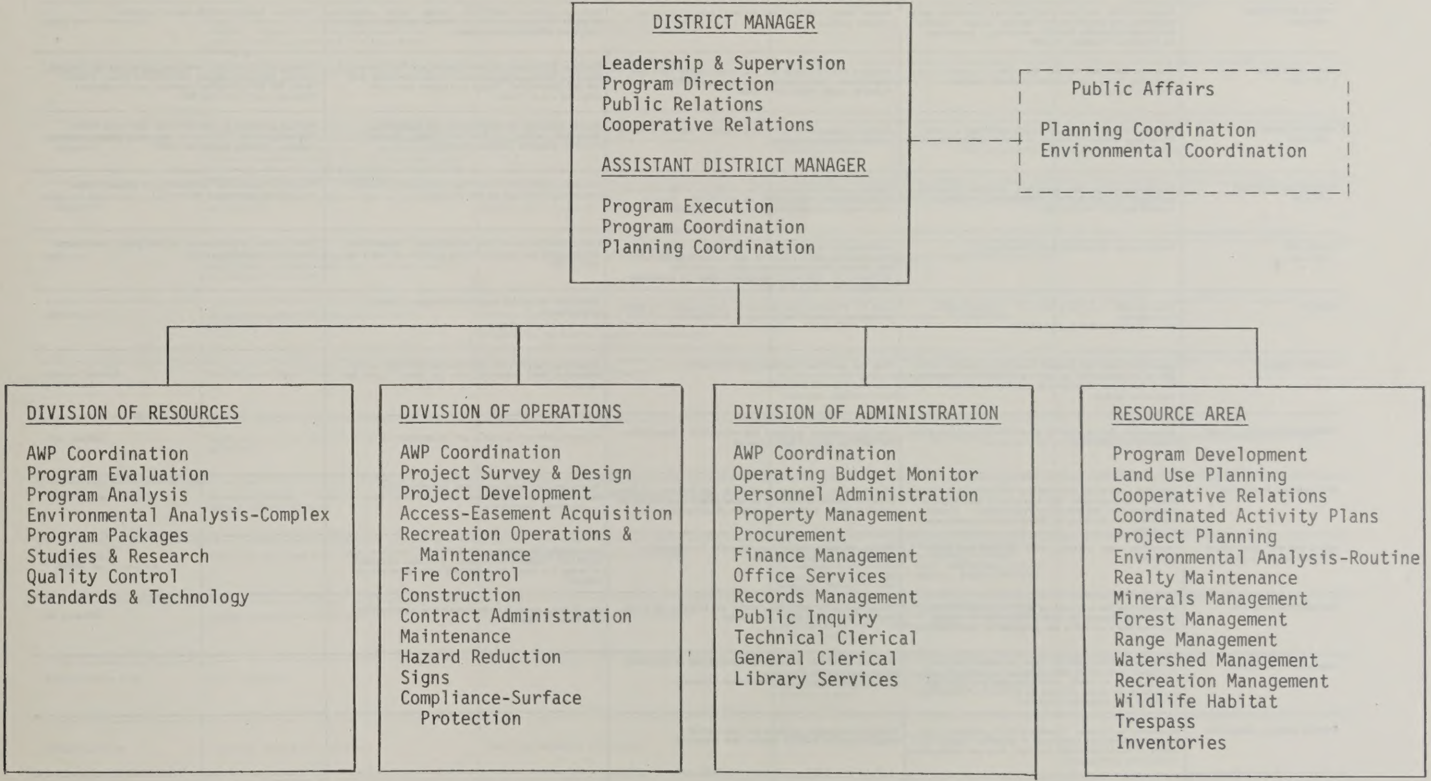
## District Responsibility Charts

Chart B-1 is a summary of major District Office functions by organizational unit consistent with the overall recommendations of the Management Study Team.

Chart B-2 summarizes in greater detail the roles of each unit in the District organization within major work areas.

APPENDIX B-1

# DISTRICT OFFICE FUNCTIONAL RESPONSIBILITY CHART



**DISTRICT MANAGER**

Leadership & Supervision
Program Direction
Public Relations
Cooperative Relations

**ASSISTANT DISTRICT MANAGER**

Program Execution
Program Coordination
Planning Coordination

Public Affairs

Planning Coordination
Environmental Coordination

**DIVISION OF RESOURCES**

AWP Coordination
Program Evaluation
Program Analysis
Environmental Analysis-Complex
Program Packages
Studies & Research
Quality Control
Standards & Technology

**DIVISION OF OPERATIONS**

AWP Coordination
Project Survey & Design
Project Development
Access-Easement Acquisition
Recreation Operations & Maintenance
Fire Control
Construction
Contract Administration
Maintenance
Hazard Reduction
Signs
Compliance-Surface Protection

**DIVISION OF ADMINISTRATION**

AWP Coordination
Operating Budget Monitor
Personnel Administration
Property Management
Procurement
Finance Management
Office Services
Records Management
Public Inquiry
Technical Clerical
General Clerical
Library Services

**RESOURCE AREA**

Program Development
Land Use Planning
Cooperative Relations
Coordinated Activity Plans
Project Planning
Environmental Analysis-Routine
Realty Maintenance
Minerals Management
Forest Management
Range Management
Watershed Management
Recreation Management
Wildlife Habitat
Trespass
Inventories

# DISTRICT OFFICE FUNCTIONAL RESPONSIBILITIES TABLE

| | RESOURCE AREA | DIVISION OF RESOURCES | DIVISION OF OPERATIONS | DIVISION OF ADMINISTRATION |
|---|---|---|---|---|
| PROGRAM DEVELOPMENT<br>ADM Lead | Responsibility for Land Use Planning, including implementation and operation of planning system. Develop and manage programs for all resources. Recommends on Programs, Packages and AWP. | Assess local, regional and national needs; advise on program outlook. | Advise on project feasibility, design, costs, scheduling manpower for Construction and Maintenance for Engineering, force account, or contract. | Develops Administrative support program. |
| ANNUAL WORK PLANS<br>ADM Lead | Prepares draft AWP for all MLR, C&M, & RI activities, including forms, narratives, equipment budget, training plan, etc. | Prepares district-wide MLR and reimbursable forms and narratives. Consolidates resource area AWP for MLR. Prepares draft AWP for Division. | Prepares district-wide construction and maintenance, RI and fire forms and narratives from consolidated area C&M AWP submission. Prepare Division draft AWP. Complete J.D.R. forms. | Prepare district-wide forms and narratives for program review, equipment budget and training plan. Consolidates AWP for DM review, approval and transmittal. Prepares draft Division AWP. |
| OPERATING BUDGET<br>ADM Lead | Reports progress (including work performed by other Divisions) for all programs in area. Responsible for completion of areas portion of District AWP. | Analyzes progress of all MLR programs. Submits Division progress reports to areas. | Monitor progress of Construction and Maintenance, compliance, access and fire activities. Forwards Division progress reports to areas. | Monitor progress of district-wide operating budget. Prepares analysis for review and consolidates progress reports, process budget revisions. |
| COOPERATIVE RELATIONS<br>DM Lead | Coordinates with other agencies. Develops cooperative agreements as appropriate. Represents the Bureau at meetings of local groups. | Fosters continuing cooperative relations with others to exchange ideas, data, services and skills. Assists with special cooperative efforts as assigned. | Maintain cooperative relations with groups related to the responsibilities of the Division. | Maintain cooperative relations with groups related to business management matters. |
| EVALUATIONS<br>ADM Lead | Participates in evaluations as assigned. | Participates in evaluations as assigned. Responsible for assuring quality control and standardization of MLR (except fire) and reimbursable activities. Evaluates all operating management plans to determine if objectives are being met. | Participate in evaluations as assigned. Responsible for assuring quality control of all C&M, RI and fire activities. | Participates in evaluations as assigned. Coordinates District evaluation system. |
| PLANNING | Prepares URA 1, 2, 3, 4 MFP 1, 2. Insures public involvement.<br>Participates in MFP 3 with DM/ADM. | Lead for Planning area analysis. Lend support to areas, as needed. Review and analysis, as necessary. | Identifies technical adequacy of support program requirements. | |
| PROJECT PLANNING | Identifies need and general location, forwards information to Operations to develop job plans. Approves final job plans developed by Operations prior to inclusion in AWP. | Provides technical guidance and assistance. | Determines feasibility and develops job plans as requested by Area. Submits final job plans to area for approval. | |
| CONSOLIDATED ACTIVITY PLANS | Responsible for developing consolidated activity plans covering all resources within the area. | Provide technical guidance and assistance. Responsible for quality control and standards. | Provide technical guidance and assistance. | |
| ENVIRONMENTAL PROTECTION | Develops protective stipulations and informs applicant, Division of Resources, and Division of Operations of specifications and operation requirements. Provide assistance to Division of Operations for compliance as needed. | Provide technical guidance to Areas and Division of Operations to insure uniformity in development application of stipulations. Evaluates adequacy of measures. | Supervises all compliance work including that associated with contracts or force account. | |
| ACCESS-EASEMENT ACQUISITION<br>Priorities ADM & DM | Identifies need, prepares route analysis and justification. | Provide technical assistance to areas in preparation of Route analysis and EAR's. | Responsible for easement acquisition. Initiates all appraisal requests for access. Provides assistance to areas for route locations and other analysis as needed. | |
| ENVIRONMENTAL ANALYSIS | Prepares EAR for all routine actions proposed within area. Participates in interdisciplinary or highly detailed EAR's or EIS's not prepared by State Office. | Prepares complex EAR's, all EIS's not prepared by State. Assists in routine EAR's, as needed. | Participate where fire engineering or construction expertise is required. | |
| LANDS-REALTY MANAGEMENT | Processes applications for land use authorizations, initiates land tenure adjustments, if technical capability exists on staff, otherwise provides data and assistance on cases assigned to Division of Resources. Initiates all appraisal requests. | Provides technical guidance and assistance or processes cases assigned to Division.<br>Responsible for quality control and standards. | | |
| MINERALS-MINERALS MANAGEMENT | Recommends on leases. Processes Mat'l. sales, F.U.P., mineral patents and conflicts if technical capability exists on staff-otherwise provides data and assistance to Division of Resources. | Provides technical guidance and assistance.<br>Responsible for quality control and standards. | | |
| FORESTRY-FOREST MANAGEMENT | Performs all forest management activities. Prepares, sells, and administers all advertised and non-advertised sales of timber and forest products. | Provides technical guidance and assistance.<br>Responsible for quality control and standards. | | |

APPENDIX B-2

# DISTRICT OFFICE FUNCTIONAL RESPONSIBILITIES TABLE

| | RESOURCE AREA | DIVISION OF RESOURCES | DIVISION OF OPERATIONS | DIVISION OF ADMINISTRATION |
|---|---|---|---|---|
| RANGE-RANGE MANAGEMENT | Process livestock use adjustments, range use authorizations. Conducts all range use supervision. Issues grazing licenses, leases and permits, approves transfers. | Provides technical guidance and assistance.<br>Responsible for quality control and standards. | | |
| WATERSHED-WATERSHED MANAGEMENT | Evaluates watershed improvement projects. Identifies special maintenance needs. | Responsible technical guidance and assistance.<br>Responsible for quality control and standards. | Participate where engineering or construction expertise is required. | |
| RECREATION-MANAGEMENT AND OPERATION | Process and issue use authorizations. Identifies need level and priority for operation and maintenance of developed and undeveloped sites. Identifies needs for visitor management; safety, cultural and visual protection in recreation site development. Programs and manages all other recreation functions. | Provide technical guidance and assistance.<br>Responsible for quality control and standards. | Operates and maintains developed and undeveloped recreation sites. | |
| WILDLIFE HABITAT-WILDLIFE MANAGEMENT | Identifies maintenance needs on habitat improvements and projects. | Provide technical assistance.<br>Responsible for quality control and standards. | Participate where engineering or construction expertise is required. | |
| TRESPASS | Identifies trespass, determines liability and processes cases within delegated authority. Provides data for any trespass litigation. | Analyze and recommend on trespass problems. | Participate where engineering or construction expertise is required. | |
| INVENTORIES | Conducts and gathers resource and use data. | Provide inventory data where expertise is lacking in area.<br>Responsible for quality control and standards. | Provides selective inventory data for planning. | |
| PROGRAM PACKAGES<br>ADM Lead | Provides assistance as assigned. | Prepares District program packages. | Assists in developing packages associated with construction, maintenance, surface protection, hazard reduction, access, fire. | |
| FIRE CONTROL | Takes initial attack until relieved by Division of Operations. | | Conducts fire suppression, presuppression. | Responsible for Fire Business Management functions. |
| STUDIES-STUDY PROJECTS | Recommends studies or research needed. Performs routine resource studies. | Analyzes need and recommends projects. Conducts significant projects. | Provides assistance as needed. | |
| CONSTRUCTION<br>DM/ADM Set Priorities | Identifies needs and priorities. | Provides assistance to Areas as necessary. | Surveys, designs, prepares bid drafts, supervises and administers contracts or force account for roads, recreation, land treatment, water development, pest control, forest development and RI. Submits Division progress reports to area. | |
| MAINTENANCE | Identifies needs and priorities. | Provides assistance to Areas as necessary. | Maintain all facilities based on needs and priorities identified by areas; condition survey, design, contract preparation or force account scheduling; supervision, progress reporting. | |
| TRANSPORTATION PLAN | Identifies needs. | | Maintains and updates the transportation plan based on needs identified by areas through planning system or special studies. | |
| HAZARD REDUCTION | Identifies needs and priorities. | Identifies needs and priorities. | Responsible for hazard reduction activities. | |
| SIGN PROGRAM | Identifies needs and locations. | Provides assistance as necessary. | Designs, installs, maintains signs based on needs and locations identified by Resource areas. Administer district sign program. | |

APPENDIX B-2

# DISTRICT OFFICE FUNCTIONAL RESPONSIBILITIES TABLE

| | RESOURCE AREA | DIVISION OF RESOURCES | DIVISION OF OPERATIONS | DIVISION OF ADMINISTRATION |
|---|---|---|---|---|
| SAFETY | Participates in program. | Participates in program. | Responsible for the program. | Participates in the program. |
| EQUIPMENT | | | Manage and maintain Bureau-owned equipment and vehicles (fire vehicles, trucks, trailers, etc.) | Prepares all reports. |
| CONTRACT SERVICES (Professional Services) | Identifies needs, capabilities and problem areas. | Analyzes manpower and technical expertise capabilities in relation to AWP commitments. May recommend use of and design professional services contracts for MLR matters. | Analyzes manpower and technical expertise capabilities in relation to AWP commitments. May recommend use of and design professional services contracts for Construction and Maintenance activities. | Provide assistance as needed. |
| PUBLIC CONTACT | Serves as on-the-ground contact. Provides information to public concerning Resource Management Program. | Provides assistance as assigned. | Provides assistance as assigned. | Handles routine inquiries and over-the-counter information services. |
| PERSONNEL ADMINISTRATION | | | | Maintains personnel records, prepares actions and reports, etc. Provides employee counseling and information. Coordinate District EEO program. |
| PROPERTY MANAGEMENT | | | | Provides overall management of District property. Responsible for maintenance and allocation of GSA fleet. Processes all reports. |
| PROCUREMENT AND FINANCE | | | | Processes all procurement and finance within District authority. |
| OFFICE SERVICES | | | | All functions. |
| RECORDS MANAGEMENT | | | | Maintain and manage District records. |
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| | | | | |

# APPENDIX C

## State Office Responsibility Charts

The purpose of the following section is to document the major workload elements assigned to each State Office Division or Staff and to identify the interrelationships and coordination needed to accomplish the Bureau's resource management job in Montana and the Dakotas. The charting approach has been used to display the above information and is presented in the following manner:

Item

C-1 Chart
Montana State Office
Organization and Functional Responsibility Chart

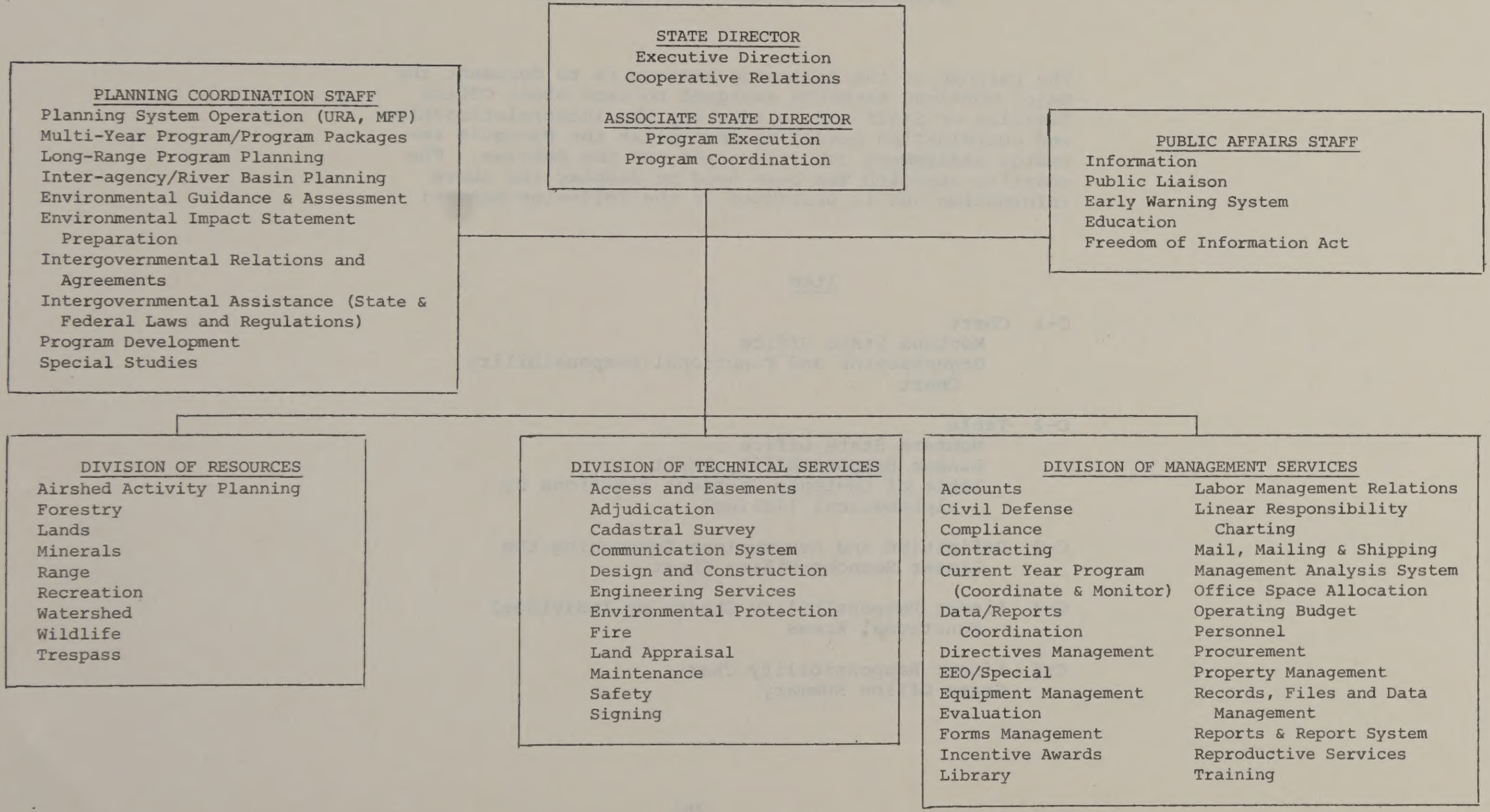
C-2 Table
Montana State Office
Linear Responsibility Chart
Table of Contents (subject functions by alphabetical listing)

C-3 Definition and Assumptions Concerning the Linear Responsibility Chart

C-4 Linear Responsibility Charts by Individual Functional Areas

C-5 Linear Responsibility Chart
State Office Summary

# MONTANA STATE OFFICE
## Organization and Functional Responsibility Chart



STATE DIRECTOR
- Executive Direction
- Cooperative Relations

ASSOCIATE STATE DIRECTOR
- Program Execution
- Program Coordination

PLANNING COORDINATION STAFF
- Planning System Operation (URA, MFP)
- Multi-Year Program/Program Packages
- Long-Range Program Planning
- Inter-agency/River Basin Planning
- Environmental Guidance & Assessment
- Environmental Impact Statement Preparation
- Intergovernmental Relations and Agreements
- Intergovernmental Assistance (State & Federal Laws and Regulations)
- Program Development
- Special Studies

PUBLIC AFFAIRS STAFF
- Information
- Public Liaison
- Early Warning System
- Education
- Freedom of Information Act

DIVISION OF RESOURCES
- Airshed Activity Planning
- Forestry
- Lands
- Minerals
- Range
- Recreation
- Watershed
- Wildlife
- Trespass

DIVISION OF TECHNICAL SERVICES
- Access and Easements
- Adjudication
- Cadastral Survey
- Communication System
- Design and Construction
- Engineering Services
- Environmental Protection
- Fire
- Land Appraisal
- Maintenance
- Safety
- Signing

DIVISION OF MANAGEMENT SERVICES
- Accounts
- Civil Defense
- Compliance
- Contracting
- Current Year Program (Coordinate & Monitor)
- Data/Reports Coordination
- Directives Management
- EEO/Special
- Equipment Management
- Evaluation
- Forms Management
- Incentive Awards
- Library
- Labor Management Relations
- Linear Responsibility Charting
- Mail, Mailing & Shipping
- Management Analysis System
- Office Space Allocation
- Operating Budget
- Personnel
- Procurement
- Property Management
- Records, Files and Data Management
- Reports & Report System
- Reproductive Services
- Training

## MONTANA STATE OFFICE
## Linear Responsibility Chart
## Subject Functions by Alphabetical Listing

| Functional Area | Code No. |
|---|---|
| Access and Easements | PP |
| Activity Plans | I |
| Airshed | MM |
| Appraisals | RR |
| Cadastral Survey | SS |
| Central Files | U |
| Civil Defense | HH |
| Contracting | W |
| Controlled Correspondence | A |
| Drafting | WW |
| Early Warning System | O |
| Electronic Communications | TT |
| Engineering | UU |
| Environmental Analysis Record | L |
| Environmental Impact Statement | K |
| Environmental Protection | XX |
| Equal Employment Opportunity | D |
| Evaluations | Y |
| Fire | LL |
| Forms | V |
| Freedom of Information Act | P |
| Incentive Awards | II |
| Labor Management Relations | C |
| Land Cases | NN |
| Land Classification - Bureau Motion | KK |
| Library | EE |
| Linear Responsibility Charting, Workflow, Charting, Functional Statements | JJ |

| Functional Area | Code No. |
|---|---|
| Mail | BB |
| Mailing and Shipping | CC |
| Management Analysis/Systems | R |
| Management Framework Plans | G |
| Minerals Cases | OO |
| Multi-Year Program/Program Packages | H |
| News Media,Speeches, Papers | N |
| Office Space Allocation | FF |
| Operating Budget (PAWP & AWP) | Q |
| Program Development | E |
| Program Support (Not Noted Elsewhere) | YY |
| Promotion and Internal Placement | B |
| Property Management | X |
| Public Liaison | M |
| Records and Data Management | T |
| Reports and Report Systems - ALL | S |
| Reproduction Services | DD |
| Safety | J |
| Signing | VV |
| Special Studies | J |
| Training | AA |
| Trespass | QQ |
| Unit Resource Analysis | F |

## LINEAR RESPONSIBILITY CHART - MONTANA STATE OFFICE

### Assumptions and Definitions

### Assumptions

1. The State Director has the overall responsibility of all actions within the State Office and he can insert his direction at any level or point in time he wishes. Therefore, it is not necessary to show on the chart his involvement in every action taken.

2. It is assumed that the Associate State Director is in most part the alter ego of the State Director. Therefore, the State Director and the Associate State Director function as one office and the decisions noted on the chart for the Associate State Director could also be the State Director. In practice, however, the State Director is responsible for Program Direction and cooperative relations while the Associate State Director is responsible for program execution and overall program coordination.

3. Decisions are made on a unilateral basis between functions in most cases; therefore, a single decision on each action is not common to our mode of business. This is reflected in the small number of items noted under the heading "DECISION."

### Definitions

Function - In this first generation chart, these are major levels of organization within the State Office commonly referred to as Divisions or Staffs. Each delineation includes all Branch or Staff substructures within the function.

Lead - This identifies the "Function" responsible for completed staff work on that particular "Subject Area" prior to sign-off by the State Director. Unless otherwise noted under "DECISION," this "Function" is responsible for coordination and/or arbitration of conflicts arising between "Work" and "Operational Input/Review" and assuring that alternatives are fully covered.

Work - This identifies the "Function" responsible for the gathering of data and "Operational Input/Review," analyzing data, preparing necessary documents and/or presentation of facts, insuring availability of "Work" for "Operational Input/Review" prior to sign-off by "Lead."

Operational Input/ Review - This identifies the "Function" responsible to furnish data to the "Function" responsible for "Work," and to review the final product developed by "Work" for concurrence.

Decision - This identifies the "Function" that is singularly responsible for making a decision on that particular "Sub-Area" that would not be a unilateral decision between "Functions."

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

APPENDIX C-4

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | A | A 1 | A 2 | | | | B 2, B 6. | | | | | |
| PCS | | A 5 | | | | | B 6 | | | | | |
| PA | | A 5 | | | | | B 6 | | | | | |
| RES | | A 5 | | | | | B 6 | | | | | |
| TS | | A 5 | | | | | B 6 | | | | | |
| MS | | A 2,3,4,5 | | | B | B 1-8 | | | C | C 1-7. | | |

A. Controlled Correspondence

1. Coordination
2. Instruction & guidelines
3. Initial receipt in State Office
4. Distribution
5. Prepares responses (as designated by lead)

B. Promotion & Internal Placement

1. Coordination
2. Instruction & guidelines
3. Panel Selection & Direction
4. Scheduling
5. Promotion Files
6. Vacancy Announcements
7. Public Contact
8. Internal Education

C. Labor Management Relations

1. Coordination
2. Instructions & guidelines
3. Internal contact
4. Designation negotiating Committee
5. Scheduling
6. Monitoring
7. Public Contact

APPENDIX C-4

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | E 1 | | | | |
| ASD | | | D 3 | | | | E 1 | | | | | |
| PCS | | | D 3 | | E | E 1,2,3 | | | F | F 1,2,3,4,6,7 | | |
| PA | | | D 3 | | | | E 1 | | | | F 7 | |
| RES | | | D 3 | | | | E 1-3 | | | F 5 | F 2-7 | |
| TS | | | D 3 | | | | E 1 | | | F 5 | F 2-6 | |
| MS | D | D 1-5 | | | | | E 1 | | | | | |

D. Equal Employment Opportunity

1. Coordination
2. Instruction and guidelines
3. State action plan (development of and specific actions)
4. Public Contact
5. Reports

E. Program Development

1. Goals and Objectives
2. Socio-Economic Analysis
3. Planning Area Analysis

F. Unit Resource Analysis - URA

1. Coordination
2. Development of system
3. Scheduling & Monitoring
4. Technical Adequacy (overall format & interrelationships)
5. Tech. adequacy (functions)Program)
6. Updating
7. Public Participation

MONTANA STATE OFFICE
LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | G 6 | | | | | | | | J 3 |
| ASD | | | | | | | | H 11 | | | | |
| PCS | G | G 1,2,3,4,7,8 | G 5 | | H | H 1-10<br>H 12-16 | | | J | I 5,<br>J 1,3,4,5,6 | I 2,3,6,7,<br>J 3 | |
| PA | | | G 8 | | | H 4 | H 1,3,5,6,11,13, 14 | | | | I 7,<br>J 6, | |
| RES | | G 5 | G 1,2,3,4,7 | | | H 4 | H 1,3,5,6,11,13, 14 | | I | I 1-4,6,7, | I 5,<br>J 2,3 | |
| TS | | | G 1,2,3,4,5,7 | | | H 4 | H 1,3,5,6,11,13 | | | | I 2-6,<br>J 2,3 | |
| MS | | | | | | H 4 | H 1,3,5,6,11,13 | | | | J 2,3 | |

G. Management Framework Plan

1. Coordination
2. Development of system
3. Scheduling & Monitoring
4. MFP Adequacy (overall report format & interrelationships)
5. Technical Adequacy (functional programs)
6. Approval
7. Updating
8. Public participation

H. Multi-Year Program/Program Packages

1. Coordinates long & short range programs & packages
2. Receives WO advices
3. Coordinates & prepares state advices as appropriate
4. Technical adequacy
5. Prepare instruction, guidelines, & sched.
6. Prepares directives to district offices
7. Analyzes & consolidates State Office
8. Receives district office submissions
9. Dissimilates to State Office functions
10. Reviews and consolidates (program & pack)
11. Establish priorities (program & packages)
12. Submit to Washington Office
13. Adjustments & revisions
14. Planning & Environmental analysis
15. Coordinates non-BLM plans to BLM plans
16. Clearinghouse

I. Activity Plans

1. Coordination
2. Development of systems
3. Scheduling & monitoring
4. Tech. adequacy (functional progress)
5. Tech. Advise (Interrelationships to MFP & other plans)
6. Updating
7. Public Participation

J. Special Studies

1. Coordination
2. Scheduling
3. Organization
4. Monitoring
5. Units of Accomplishments
6. Public contact

# MONTANA STATE OFFICE
# LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | M 9,10 |
| PCS | K | K 1-7 | | | L | L 1-7 | L 8 | | | M 2,3,6,7,8 | M 5,9,10,18 | |
| PA | | | K 1,3,4,7 | | | | | | M | M 1,4,5,9,10,11,16,17,18 | M 3,6,8,10 | |
| RES | | | K 1,3,4 | | | L 8 | L 1-5 | | | M 13 | M 5,6,9,10,17,18 | |
| TS | | | K 1,3,4 | | | | L 1,2,3,8 | | | M 12 | M 5,9,10,17,18 | |
| MS | | | K 1,3,4 | | | | L 1,2 | | | M 14,15 | M 5,9,17,18 | |

K. Environmental Impact Statement

1. Yes or No (Recommendations)
2. Overall team supervision
3. Instructions & guidelines
4. Designation of Team
5. Schedules team
6. Units of accomplishment
7. Public contact

L. Environmental Analysis Record

1. Instructions and guidelines
2. Goals and objectives
3. Review technical adequacy (report format and interrelationships)
4. Organizes state office originated record
5. Reviews non-BLM
6. Clearinghouse
7. Units of accomplishment
8. Review technical adequacy (functional programs)

M. Public Liaison

1. Information to general public
2. General cooperative relations program
3. Clearinghouse
4. Cooperative and public relations meeting
5. Public education (includes Environ. Ed. program
6. Interagency and public planning meetings
7. Cooperative relations related to environmental concerns
8. Response to planning and environmental activities inquiries
9. Senstive nature inquiries
10. Public meetings and hearings
11. Government interest group meetings
12. Technical services activites meetings
13. Resoruce management activities meetings
14. Business professional government organization meetings
15. Management Services technical inquiries
16. Public contact - responds to routine inquiries
17. Johnny Horizon program
18. Advisory Board management

APPENDIX C-4

# MONTANA STATE OFFICE
# LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | P 5 |
| ASD | | | | | | | O 4 | | | | | |
| PCS | | N 3 | N 4 | | | | O 3 | | | P 3 | | |
| PA | N | N 1-5 | | | O | O 1-4 | | | P | P 1-4 | | |
| RES | | N 3 | N 4 | | | | O 3 | | | P 3 | | |
| TS | | N 3 | N 4 | | | | O 3 | | | P 3 | | |
| MS | | N 3 | N 4 | | | | O 3 | | | P 3 | P 2,4 | |

N. News Media, Speeches, Papers

1. Coordination
2. Instructions and guidelines
3. Context
4. Structure
5. Liaison

O. Early Warning System

1. Coordination
2. Instructions and guidelines
3. Review
4. Submission to Washington Office

P. Freedom of Information Act

1. Identification of requests
2. Coordination (timeliness)
3. Replies
4. Follow-up
5. Decision

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | R 1,2,3 4 | | | S 1 | |
| PCS | | Q 1,5,9,15,16, 18 | Q 2,6,10,11,13 | | | | R 2,3,4 | | | S 6 | | |
| PA | | Q 1,5,9,15,16 | Q 2,6,10,11,13 | | | | R 2,3,4 | | | S 6 | | |
| RES | | Q 1,5,9,15,16 | Q 2,6,10,11,13 | | | | R 2,3,4 | | | S 6 | | |
| TS | | Q 1,5,9,15,16 | Q 2,6,10,11,13 | | | | R 2,3,4 | | | S 6 | | |
| MS | Q | Q 1-17 | Q 2,6 | | R | R 1,3,5,6,7 | R 2,3,4 | | S | S 1-6 | | |

Q. Operating Budget (PAWP & AWP)

1. Priorities
2. Program interactivity coordination
3. Receives WO Directives for PAWP & AWP
4. Distributes to State Office functions
5. Prepares Directives for PAWP and AWP (Programs and activities)
6. Consolidates & prepares Directives to DO
7. Receives District Office submissions
8. Distributes to SO functions
9. Analysis and narratives (includes technical & functional adequacy)
10. Consolidates & submits to WO & DSC, includes technical adequacy review, i.e. format & program Interrelationships
11. Adjustments/Revisions
12. Monitor statewide AWP (operating budget & progress)
13. Fund and manmonth allocations
14. Control funds
15. Monitor own office AWP
16. Monitor activity performance as approp.
17. Coordination point (funds & manpower) for all PAWP and AWP communications between SO or DO, SO & DSC & SO & WO.
18. Relationships to long range programs

R. Management Analysis/Systems

1. Instructions and Guidelines
2. Planning and Control
3. Organizational structure-operational
4. Position management
5. Classification standard
6. Job description
7. Public contact

S. Reports and Report System-All

1. Control
2. Instructions and guidelines
3. Monitoring system
4. Submissions to WO and DSC
5. ADP
6. Information Input

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | |
| PCS | | | | | | | | | | | V 1 | |
| PA | | | T 3 | | | | | | | | V 1 | |
| RES | | | T 3 | | | | | | | | V 1 | |
| TS | | | T 2,3,7 | | | | | | | | V 1 | |
| MS | T | T 1-8 | | | U | U 1-8 | | | V | V 1-4 | | |

T. Records and Data Management

1. Instructions and guidelines
2. Development and maintenance - Lands & Minerals Status Plats
3. Coordination Public Land Statistics
4. Publication and Posting of Survey plats
5. Preparation & Maintenance - Control Docket File
6. Accounting
7. Public Contact - Record Interpretation
8. Units of accomplishment

U. Central Files

1. Control
2. Instructions and guidelines
3. Supervision
4. Placement & Designation
5. Maintenance
6. Receipt
7. Distributes
8. Units of Accomplishment

V. Forms

1. Control
2. Instructions and guidelines
3. Monitor
4. Distribution

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | Y 3 | Y 10 |
| PCS | | | W 8,10-12,20,23 24 | | | | X 3 | | | Y 7 | Y 2,3,10 | |
| PA | | | | | | | X 3 | | | Y 7 | Y 2,3,10 | |
| RES | | | W 8,10-12,20,23, 24 | | | | X 3 | | | Y 7 | Y 2,3,10 | |
| TS | | W 1-6,11-15,18 | W 8,10,12,17,20, 23,24 | | | | X 3 | | | Y 7 | Y 2,3,10 | |
| MS | W | W 7-10,12,16,17, 19-24 | W 1,2,4,11,13, 14,15,18 | | X | X 1-5 | | | Y | Y 1-9 | Y 10 | |

W. Contracting

Formal (DSC action)

Construction

1. Instructions & guidelines
2. Technical plans/specs. develop/review
3. Coordination point - general
4. Contract administration
5. Award recommendations - coordination
6. Technical assistance

Non-Construction

7. Instructions & guidelines
8. Specification development &/or review
9. Coordination point-general
10. Contract administration
11. Award recommendations - coordination
12. Technical assistance

Informal (S.O. action)

Construction

13. Instructions & guidelines
14. Technical plans/spec. development/rev.
15. Coordination point - general
16. Contract bid issuance and award
17. Contract administration
18. Technical assistance

Non-Construction

19. Instructions & guidelines
20. Specification development/review
21. Coordination point - general
22. Contract bid issue and award
23. Contract administration
24. Technical assistance

X. Property Management

1. Instructions & guidelines
2. Receiving and Identification
3. Disposal scheduling & method system
4. Issuance
5. Inventory

Y. Evaluation

1. Coordination
2. Instructions & guidelines
3. Scheduling
4. Paperwork flow
5. Distribution
6. Discharge of follow-up - general management evaluations
7. Discharge of follow-up - functional evaluations
8. Maintenance of SO copies
9. ADP Control
10. Team Designation

APPENDIX C-4

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | AA |  |  |  | BB |  |  |  | CC |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD |  |  |  |  |  |  |  |  |  |  |  |  |
| ASD |  |  |  | AA 9 |  |  |  |  |  |  |  |  |
| PCS |  | AA 6,9 | AA 2,7,8 |  |  |  | BB 5 |  |  |  |  |  |
| PA |  | AA 6,9 | AA 2,7,8 |  |  |  | BB 5 |  |  |  |  |  |
| RES |  | AA 6,9 | AA 2,7,8 |  |  |  | BB 5 |  |  |  |  |  |
| TS |  | AA 5,6,9 | AA 2,7,8 |  |  |  | BB 5 |  |  | CC 4 |  |  |
| MS | AA | AA 1-9 |  |  | BB | BB 1-6 |  |  | CC | CC 1-6 |  |  |

AA. Training

1. Coordination
2. Scheduling
3. Instructions and Guidelines
4. Records Control
5. Methods, Techniques, Facilities
6. Course Content
7. Employee Orientation
8. Employee Development
9. Workshop, Conferences, Meetings

BB. Mail

1. Control - Routing
2. Instructions and Guidelines
3. Receipt
4. Routing
5. Action Designation
6. Action Monitoring

CC. Mailing and Shipping

1. Instructions and Guidelines
2. Maintain Supplies
3. Post Daily Mail for State Office
4. Prepare Packages for Shipping
5. Prepare Government Bills of Lading Forms, etc.
6. Prepare Registered and Certified Mail

MONTANA STATE OFFICE
LINEAR RESPONSIBILITY CHART

APPENDIX C-4

| | DD | | | | EE | | | | FF | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | EE 5 | | | | FF 7 |
| PCS | | DD 6 | | | | | EE 6 | EE 5 | | | FF 2,3,4,6,7 | |
| PA | | DD 6 | | | | | EE 6 | EE 5 | | | FF 2,3,4,6,7 | |
| RES | | DD 6 | | | | | EE 6 | EE 5 | | | FF 2,3,4,6,7 | |
| TS | | DD 6 | DD 2,5 | | | | EE 6 | EE 5 | | | FF 3,4 | |
| MS | DD | DD 1-7 | | | EE | EE 1-4 | EE 6 | EE 5 | FF | FF 1-6 | | |

DD. Reproduction Services

1. Instructions and guidelines
2. Supervision
3. Scheduling
4. Monitoring
5. Maintenance
6. Distribution
7. Units of Accomplishment

EE. Library

1. Control
2. Instructions and Guidelines
3. Material Receiving
4. Material Dissemination
5. Material Content
6. Public Contact

FF. Office Space Allocation

1. Instructions and Guidelines
2. Requests
3. Feasibility Determination
4. Prospectus Development
5. Request for Meeting Rooms
6. Office Space Utilization
7. Allocation

APPENDIX C-4

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | GG |  |  |  | HH |  |  |  | II |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD |  |  |  |  |  |  |  |  |  |  |  |  |
| ASD |  |  |  |  |  |  |  | HH 3,4 |  |  |  | II 3 |
| PCS |  |  | GG 2,4,6 |  |  |  | HH 3 |  |  |  |  |  |
| PA |  |  | GG 2,4,6 |  |  | HH 5 | HH 3 |  |  |  |  |  |
| RES |  |  | GG 2,4.6 |  |  |  | HH 3 |  |  |  |  |  |
| TS | GG | GG 1-6 |  |  |  |  | HH 3,4 |  |  |  |  |  |
| MS |  |  | GG 2,4,6 |  | HH | HH 1-4 | HH 5 |  | II | II 1,2 |  |  |

GG. Safety

1. Instructions and Guidelines
2. Accident Investigation
3. Employee Claims
4. Information Dissemination
5. Paperwork Flow
6. Training

HH. Civil Defense

1. Coordination
2. Instructions and Guidelines
3. Emergency Preparedness
4. Search and Rescue
5. Public Contact

II. Incentive Awards

1. Instructions and Guidelines
2. Revew Recommendations
3. Implementation of Recommendations

APPENDIX C-4

# MONTANA STATE OFFICE
# LINEAR RESPONSIBILITY CHART

| FUNCTION | JJ | | | | KK | | | | LL | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD | | | | JJ 3 | | | | KK 5 | | | | |
| ASD | | | JJ 2 | | | | | | | | | |
| PCS | | | JJ 2 | | | KK 6 | KK 3,5,8 | | | | LL 4 | |
| PA | | | JJ 2 | | | | KK 5 | | | | LL 7 | |
| RES | | | JJ 2 | | KK | KK 1,2,3,4,8 | KK 3,5,6 | | | LL 8 | LL 2,4 | |
| TS | | | JJ 2 | | | KK 2 | KK 3,5,6,8 | | LL | LL 1-7 | LL 8 | |
| MS | JJ | JJ 1,2,4 | JJ 2 | | | KK 7,9 | | | | | LL 5 | |

JJ. Linear Responsibility Charting, Workflow Charting, Functional Statements

1. Instructions and Guidelines
2. Development and Maintenance
3. Implementation
4. Distribution

KK. Land Classification - Bureau Motion

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Development
5. Decision
6. Environmental
7. Notation of Land Status Records
8. Public Contact
9. Units of Accomplishments

LL. Fire

1. Coordination
2. Instructions and Guidelines
3. Justification
4. Fire Planning, Overall
5. Personnel Fire Qualification
6. Boise Interagency Fire Center Liaison
7. Public Contact
8. Fire Management Policy (use of fire a resource management tool)

# MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | MM LEAD | MM WORK | MM OPERATIONAL INPUT/REVIEW | MM DECISION | NN LEAD | NN WORK | NN OPERATIONAL INPUT/REVIEW | NN DECISION | 00 LEAD | 00 WORK | 00 OPERATIONAL INPUT/REVIEW | 00 DECISION |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | |
| PCS | | | MM 2,3 | | | NN 6,10 | NN 15, | | | 00 6,11 | 00-16, | |
| PA | | | | | | | | | | | | |
| RES | MM | MM 1-3 | | | NN | NN 7,14,15,16, 17 | NN 5,8,11 | | 00 | 00 7,15-20 | 00 5,12 | |
| TS | | | MM 2,3 | | | NN 2,3,5,8,11 13 | NN 12 | | | 00 2,3,5,8,10, 12,14 | 00 13,15,16,19 | |
| MS | | | | | | NN 1,4,9,12 | | | | 00 1,4,9,13 | | |

MM. Airshed

1. Coordination
2. Instructions and Guidelines
3. Technical Review

NN. Lands - Cases

1. Receives Application
2. Adjudication
3. Transmits Casefile to Dist. Office
4. Receives Casefile in State Office
5. Technical Review of Casefile, Report and Decision
6. Adequacy of Environmental Analysis (Format and Interrelationships)
7. Technical Adequacy of Environmental Analysis (Functional Programs) as appropriate
8. Case Disposition
9. Record Notation and Docket Files
10. Clearinghouse
11. Coordination with other Gov't.Agencies
12. Units of Accomplishment
13. Tech. Assistance to Dist.Office (Adjudicative)
14. Tech. Resource Assistance to Dist. Office (Policy, etc.)
15. Developmental Work (i.e. Level II & III agreements for R/W, Corridor Studies, etc.)
16. Propose Policy Changes
17. Policy Implementation

00. Minerals - Cases

1. Receives application
2. Adjudication
3. Transmits Casefile to Dist. Office
4. Receives Casefile in State Office
5. Technical Review of Mineral Report and Case Record
6. Adequacy of Environmental Analysis (Format and Interrelationships)
7. Technical Adequacy of Environmental Analysis (Functional Programs)
8. Case Disposition
9. Records Notation and Docket Files
10. Final Adjudication
11. Clearinghouse
12. Coordination with other Gov't.Agencies
13. Units of Accomplishment
14. Tech. Assistance to DO (Adjudicative)
15. Tech. Resource Assistance to Dist. Office (Policy, etc.)
16. Developmental Work (i.e. EMARS, Tract Selection,Public/Industry Nominations etc.)
17. Propose Policy Changes
18. Policy Implementation
19. Prepare Issue Paper/Briefing Papers Fact Sheets
20. Prep. & Monitor Contract (i.e.CRIB, CRIS)

## MONTANA STATE OFFICE
## LINEAR RESPONSIBILITY CHART

| FUNCTION | PP |  |  |  | QQ |  |  |  | RR |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD |  |  |  |  |  |  |  |  |  |  |  |  |
| ASD |  |  | PP 4 |  |  |  |  |  |  |  |  |  |
| PCS |  | PP 5 | PP 3,4 |  |  |  |  |  |  |  |  |  |
| PA |  |  | PP 7 |  |  |  | QQ 8 |  |  |  |  |  |
| RES |  | PP 3,4 | PP 3,5 |  | QQ | QQ 1-9 |  |  |  |  | RR 3 |  |
| TS | PP | PP 1,2,6,7,8 | PP 3,4 |  |  |  | QQ 2,3,4,6 |  | RR | RR 1-8 |  |  |
| MS |  |  |  |  |  |  |  |  |  |  |  |  |

PP. Access and Easement

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Justification
5. Environmental Consideration
6. Scheduling and Monitoring
7. Public Contact
8. Units of Accomplishment

QQ. Trespass (All)

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Technical Review
5. Decision.
6. Scheduling and Monitoring
7. Paper Flow
8. Public Contact
9. Units of Accomplishment

RR. Appraisals

1. Instructions and Guidelines
2. Receives Requests
3. Priorities
4. Technical Review
5. Administrative Review
6. Scheduling and Monitoring
7. Public Contact
8. Units of Accomplishment

MONTANA STATE OFFICE
LINEAR RESPONSIBILITY CHART

| FUNCTION | SS | | | | TT | | | | UU | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | |
| PCS | | | SS 3 | | | | | | | UU 2,11 | UU 3,4,6,10,13 | |
| PA | | | SS 6 | | | | | | | | UU 12 | |
| RES | | | SS 3 | | | | TT 3 | | | UU 3,4,13 | UU 2,6,8 | |
| TS | SS | SS 1-7 | | | TT | TT 1-6 | | | UU | UU 1,4,5,6-10, 12 | UU 2,3,4 | |
| MS | | | | | | | | | | | | |

SS. Cadastral Survey

1. Instructions and guidelines
2. Project Request
3. Priorities
4. Scheduling and Monitoring
5. Project Justification
6. Public Contact
7. Units of Accomplishments

TT. Electronic Communications

1. Instructions and Guidelines
2. Requests
3. Priorities
4. Technical Review
5. Scheduling and Monitoring
6. Public Contact

UU. Engineering

1. Instructions and Guidelines
2. Environmental Considerations
3. Conceptual Projection
4. Project Justification
5. Survey and Design
6. Detail Site Plan
7. Construction
8. Maintenance
9. Units of Accomplishments
10. Coordination with other Agencies
11. Clearinghouse
12. Public Contact
13. Priorities

MONTANA STATE OFFICE
LINEAR RESPONSIBILITY CHART

APPENDIX C-4

| | VV | | | | WW | | | | XX | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | |
| PCS | | | VV 3 | | | | | | | | XX 3,6 | |
| PA | | | VV 3 | | | | | | | | | |
| RES | | | VV 3 | | | | | | | XX 6 | XX 1,3,4,5 | |
| TS | VV | VV 1-4 | | | WW | WW 1,3,4-9,11 | | | XX | XX 1-6 | | |
| MS | | | | | | WW 2,10 | | | | | | |

VV. Signing

1. Instructions and guidelines
2. Instate Coordination
3. Priorities
4. Units of Accomplishments

WW. Drafting

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Supervision
5. Scheduling and Monitoring
6. Cadastral
7. Engineering
8. Cartographic
9. Equipment and Materials Requisition
10. Records Maintenance
11. Units of Accomplishments

XX. Environmental Protection

1. Compliance
2. Training
3. Technical Assistance (Policy Guidelines)
4. Technical Assistance to Dist. Office
5. Coordination with other Government Agencies
6. Technical Adequacy of Reports/Stipulations

| | YY | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| FUNCTION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION | LEAD | WORK | OPERATIONAL INPUT/REVIEW | DECISION |
| SD | | | | | | | | | | | | |
| ASD | | | | | | | | | | | | |
| PCS | | | YY 1,2 | | | | | | | | | |
| PA | | | | | | | | | | | | |
| RES | YY 2 | YY 2 | YY 1 | | | | | | | | | |
| TS | YY 1 | YY 1 | YY 2 | | | | | | | | | |
| MS | | | | | | | | | | | | |

YY. Program Support (Not Noted Elsewhere)

1. Transportation System
2. EMRIA

# MONTANA STATE OFFICE LINEAR RESPONSIBILITY CHART

| FUNCTION | LEAD | WORK | OPERATIONAL/INPUT REVIEW | DECISION |
|---|---|---|---|---|
| STATE DIRECTOR | | | | E-1; G-6; J-3; P-5; R-1-4; |
| ASSOCIATE STATE DIRECTOR | A, | A-1, E1-3, | A-2; B-2,6; D-3; E-1; F-7; O-4; Y-3; S-1; | H-11; M-9,10; Y-10; |
| PLANNING COORDINATION STAFF | E, F, G, H, J, K, L, | A-5, F1-4,6,7; G 1-4,7,8; E 1,2,3; H 1-10,12-16; J 1,2,4,5,6; K 1-7; I-5; L-1-7; M-2,3,6-8; N-3; P-3; Q-1,5,9,15,16,18; S-6; Y-7; | B-6; D-3; G-5; J-3; I-2,3,6,7; L-8; M-5,9,10,18; N-4; O-3; Q-2,6,10,11,13; R-2-4; S-1; V-1; W-8,10-12,20,23,24; X-3; Y-2,3,10; | |
| PUBLIC AFFAIRS STAFF | M, N, O, P, | A-5; H-4; M-1,4,5,9-11,16-18; N-1-15 P-1-4; Q-1,5,9,15,16; O-1-4; S-6; Y-7; | B-6; D-3; E-1; F-7; G-8; H-1,3,5,6,11,13, 14; J-6; K-1,3,4,7; I-7; M-3,6,8,10; Q-2,6,10,11,13; R-2-4; T-3; V-1; X-3; Y-2,3,10; | |
| DIVISION OF RESOURCES | I, | A-5; F-5; G-5; H-4; I-1-4, 6,7; L-8; M-13; N-3; P-3; O-1,5,9,15,16 S-6; Y-7; | B-6; D-3; E-1-3; F-2-7; G-2-4,7; H-1,3,5,6,11,13,14; J-2,3; K-1,3,4; I-5; L-1-5; M-5,6,9,10,17,18; N-4; O-3; Q-2,6,10,11,13; R-2-4; T-3; V-1; W-8,10-12,20,23,24; X-3; Y-2,3,10; | |
| DIVISION OF TECHNICAL SERVICES | | A-5; F-5; H-4; M-12; N-3; P-3; Q-1,5,9,15,16; S-6; W-1-6,11-15,18; Y-7; | B-6; D-3; E-1; F-2-6; G-2-5,7; H-1,3,5,6,11,13; J-2,3; I-2,3,4,5,6; K-1,3,4; L-1,2,3,8; M-5,9,10,17,18; N-4; O-3; Q-2,6,10,11,13; R-2-4; T-2,3,7; V-1; W-8,10,12,17,20,23,24; X-3; Y-2,3,10; | |
| DIVISION OF MANAGEMENT SERVICES | B, C, D, Q, R, S, T, U, V, W, X, Y | A-2,3,4,5; B-1-8; C-1-7; D 1-5; H-4; M-14,15; N-3; P-3; Q-1-17; R-1,3,5-7; S-1-6; T-1-8; U-1-8; V-1-4; W-7-10,12, 16,17,19-24; X-1-5; Y-1-9; | E-1; H-1,3,5,6,11,13; J-2,3; K-1,3,4; L-1,2; M-5,9,17,18; N-4; O-3; P-2,4; Q-2,6; R-2-4; W-1,2,4,11,13-15,18; Y-10; | |

A. Controlled Correspondence

1 Coordination
2 Instruction and guidelines
3 Initial receipt in State Office
4 Distribution
5 Prepares responses (as designated by lead)

B. Promotion & Internal Placement

1 Coordination
2 Instruction & guidelines
3 Panel Selection & Direction
4 Scheduling
5 Promotion Files
6 Vacancy Announcements
7 Public Contact
8 Internal Education

C. Labor Management Relations

1 Coordination
2 Instructions & guidelines
3 Internal contact
4 Designation negotiating Committee
5 Scheduling
6 Monitoring
7 Public contact

D. Equal Employment Opportunity

1 Coordination
2 Instruction and guidelines
3 State action plan (Development of and specific actions)
4 Public Contact
5 Reports

E. Program Development

1 Goals and Objectives
2 Socio-Economic Analysis
3 Planning Area Analysis

F. Unit Resource Analysis - URA

1 Coordination
2 Development of system
3 Scheduling & Monitoring
4 Technical Adequacy (overall format & interrelationships)
5 Tech. adequacy (functions)Program
6 Updating
7 Public Participation

G. Management Framework Plan

1 Coordination
2 Development of system
3 Scheduling & Monitoring
4 MFP Adequacy (overall report format & interrelationships)
5 Technical Adequacy (functional programs)
6 Approval
7 Updating
8 Public participation

H. Multi-Year Program/Program Packages

1 Coordinates long & short range programs & pkgs.
2 Receives WO advices
3 Coordinates & prepares state advices as appropriate
4 Technical adequacy
5 Prepares instruction, guidelines, & sched.
6 Prepares directives to district offices
7 Analyzes & consolidates State office input and transmits to district offices
8 Receives district office submissions
9 Dissimilates to state office functions
10 Reviews and consolidates (program & packages)
11 Establish priorities (program & packages)
12 Submit to Washington Office
13 Adjustments & revisions
14 Planning & Environmental analysis
15 Coordinates non-BLM plans to BLM plans
16 Clearinghouse

I. Activity Plans

1 Coordination
2 Development of systems
3 Scheduling & Monitoring
4 Tech. adequacy (Functional progress)
5 Tech. Advise (Interrelationships to MFP & other plans)
6 Updating
7 Public Participation

J. Special Studies

1 Coordination
2 Scheduling
3 Organization
4 Monitoring
5 Units of Accomplishments
6 Public contact

K. Environmental Impact Statement

1 Yes or No (Recommendations)
2 Overall team supervision
3 Instructions & guideliens
4 Designation of Team
5 Schedules team
6 Units of accomplishment
7 Public contact

L. Environmental Analysis Record

1 Instructions and guidelines
2 Goals and objectives
3 Review technical adequacy (report format and interrelationships)
4 Organizes State office originated record
5 Reviews non-BLM
6 Clearinghouse
7 Units of accomplishment
8 Review technical adequacy (functional programs)

M. Public Liaison

1 Information to general public
2 General cooperative relations program
3 Clearinghouse
4 Cooperative and public relations meetings
5 Public education (includes Environ. Ed. program
6 Interagency and public planning meetings
7 Cooperative relations related to environmental concerns
8 Response to planning and environmental activities inquiries
9 Sensitive nature inquiries
10 Public meetings and hearings
11 Government interest group meetings
12 Technical services activities meetings
13 Resource management activities meetings
14 Business professional government organization meetings
15 Management Services technical inquiries
16 Public contact - responds to routine inquiries
17 Johnny Horizon program
18 Advisory Board management

N. News Media, Speeches, Papers

1 Coordination
2 Instructions and guidelines
3 Context
4 Structure
5 Liaison

O. Early Warning System

1 Coordination
2 Instructions and guidelines
3 Review
4 Submission to Washington Office

P. Freedom of Information Act

1 Identification of requests
2 Coordination (timeliness)
3 Replies
4 Follow-up
5 Decision

Q. Operating Budget (PAWP & AWP)

1 Priorities
2 Program interactivity coordination
3 Receives WO Directives for PAWP & AWP
4 Distributes to State Office functions
5 Prepares Directives for PAWP and AWP (Programs and activities)
6 Consolidates & prepares Directives to DO
7 Receives District Office submissions
8 Distributes to SO functions
9 Analysis and narratives (includes technical & functional adequacy)
10 Consolidates & submits to WO & DSC, includes technical adequacy review, i.e., format & program interrelationships
11 Adjustments/Revisions
12 Monitor statewide AWP (operating budget & progress
13 Fund and manmonth allocations
14 Control funds
15 Monitor own office AWP
16 Monitor activity performance as approp.
17 Coordination point (funds & manpower) for all PAWP and AWP communications between SO or DO, SO & DSC & SO & WO.
18 Relationships to long range programs

R. Management Analysis/Systems

1 Instructions and Guidelines
2 Planning and control
3 Organizational structure-operational
4 Position management
5 Classification standard
6 Job description
7 Public contact

S. Reports and Report System-All

1 Control
2 Instructions and guidelines
3 Monitoring system
4 Submission to WO and DSC
5 ADP
6 Information Input

T. Records and Data Management

1 Instructions and guideliens
2 Development and maintenance - Lands & Minerals Status Plats
3 Coordination Public Land Statistics
4 Publication and Posting of Survey Plats
5 Preparation & Maintenance - Control Docket File
6 Accounting
7 Public Contact - Record Interpretation
8 Units of accomplishment

U. Central Files

1 Control
2 Instructions and guidelines
3 Supervision
4 Placement & Designation
5 Maintenance
6 Receipt
7 Distributes
8 Units of accomplishment

V. Forms

1 Control
2 Instructions and guidelines
3 Monitor
4 Distribution

W. Contracting
Formal (DSC action)
Construction
1 Instructions & guidelines
2 Technical plans/specs. develop/review
3 Coordination point - general
4 Contract administration
5 Award recommendations - coordination
6 Technical assistance
Non-Construction
7 Instructions & guidelines
8 Specification development &/or review
9 Coordination point-general
10 Contract administartion
11 Award recommendations - coordination
12 Technical assistance
Informal (S.O. action)
Construction
13 Instructions & guidelines
14 Technical plans/spec. development/rev.
15 Coordination point - general
6 Contract bid issuance and award
7 Contract administration
18 Technical assistance

Non-Construction

19 Instructions & guidelines
20 Specification development/review
21 Coordination point - general
22 Contract bid issue and award
23 Contract administration
24 Technical assistance

X. Property Management

1 Instruction & guidelines
2 Receiving and Identification
3 Disposal scheduling & method system
4 Issuance
5 Inventory

Y. Evaluation

1 Coordination
2 Instructions & guidelines
3 Scheduling
4 Paperwork flow
5 Distribution
6 Discharge of follow-up - general management evaluations
7 Discharge of follow-up - functional evaluations
8 Maintenance of SO copies
9 ADP Control
10 Team Designation

# MONTANA STATE OFFICE LINEAR RESPONSIBILITY CHART

APPENDIX C-4

| FUNCTION | LEAD | WORK | OPERATIONAL/INPUT REVIEW | DECISION |
|---|---|---|---|---|
| STATE DIRECTOR | | | | JJ 3, KK 5 |
| ASSOCIATE STATE DIRECTOR | | | JJ 2; PP 4 | AA 9; EE 5; FF 7; HH 3,4; II 3 |
| PLANNING COORDINATION STAFF | | AA 6,9: DD 6; KK 6; NN 6,10; OO 6,11; PP 5; UU 2,11 | AA 2,7,8; BB 5; EE 6; FF 2,3,4,6,7; GG 2,4,6; HH 3; JJ 2; KK 3,5,8; LL 4; MM 2,3; PP 3,4; SS 3; UU 3,4,6,10,13; VV 3; XX 3,6; YY 1,2 | EE 5 |
| PUBLIC AFFAIRS STAFF | | AA 6,9; DD 5; HH 5 | AA 2,7,8; BB 5; EE 6; FF 2,3,4,6,7; GG 2,4,6; HH 3; JJ 2; KK 5; LL 7; PP 7; QQ 8; SS 6; UU 12; VV 3 | EE 5 |
| DIVISION OF RESOURCES | KK, MM, NN, OO, QQ, YY 2 | AA 6,9; DD 6; KK 1,2,3;4,8; LL 8; MM 1,2,3; NN 7,14,15,16,17; OO 7,15-20; PP 3,4; QQ 1-9; UU 3,4,13; XX 6; YY 2 | AA 2,7,8; BB 5; EE 6; FF 2,3,4,6,7; GG 2,4,6; HH 3; JJ 2; KK 3,5,6; LL 2,4; NN 5,8,11; PP 3,5; QQ 3,4,6; RR 3; SS 3; TT 3; UU 2,6,8; VV 3; XX 1,3,4,5; YY 1 | EE 5 |
| DIVISION OF TECHNICAL SERVICES | GG, LL, OO, PP, RR, SS, TT, UU, VV, WW, XX, YY 1 | AA 5,6,9; CC 4; DD 6; GG 1-6; KK 2; LL 1-7; NN 2,3,5,8,11,13; OO 2,3,5,8, 10, 12, 14; PP 1,2,6,7,8; RR 1-8; SS 1-7; TT 1-6; UU 1,4,5,6-10,12; VV 1-4; WW 1,2,3,4-9,11; XX 1-6; YY 1 | AA 2,7,8; BB 5; DD 2,5; EE 6; FF 3,4; HH 3,4; JJ 2; KK 3,5,6,8; LL 8; MM 2,3; NN 12; OO 13,15,16,19; PP 3,4; QQ 2,3,4,6; UU 2,3,4; YY 2 | EE 5 |
| DIVISION OF MANAGEMENT SERVICES | AA, BB, CC, DD, EE, FF, HH, II, JJ | AA 1-9; BB 1-6; CC 1-6: DD 1-7; EE 1-4; FF 1-6; HH 1-4; II 1,2; JJ 1,2,4; KK 7,9; NN 1,4,9,12; OO 1,4,9,13; PP 1,2,6,7,8; WW 10 | GG 2,4,6; EE 6; HH 5; JJ 2; LL 5 | EE 5 |
| | | | | |

AA. Training

1. Coordination
2. Scheduling
3. Instructions and Guidelines
4. Records Control
5. Methods, Techniques, Facilities
6. Course Content
7. Employee Orientation
8. Employee Development
9. Workshop, Conferences, Meetings

BB. Mail

1. Control - Routing
2. Instructions and Guidelines
3. Receipt
4. Routing
5. Action Designation
6. Action Monitoring

CC. Mailing and Shipping

1. Instructions and Guidelines
2. Maintain Supplies
3. Post Daily Mail for State Office
4. Prepare Packages for Shipping
5. Prepare Government Bills of Lading, Forms, etc.
6. Prepare Registered & Certified Mail

DD. Reproduction Services

1. Instructions & Guidelines
2. Supervision
3. Scheduling
4. Monitoring
5. Maintenance
6. Distribution of Completed Work
7. Units of Accomplishment

EE. Library

1. Control
2. Instructions and Guidelines
3. Material Receiving
4. Material Dissemination
5. Material Content
6. Public Contact

FF. Office Space Allocation

1. Instructions and Guidelines
2. Requests
3. Feasibility Determination
4. Prospectus Development
5. Request for Meeting Rooms
6. Office Space Utilization
7. Allocation

GG. Safety

1. Instructions and Guidelines
2. Accident Investigation
3. Employee Claims
4. Information Dissemination
5. Paperwork Flow
6. Training

HH. Civil Defense

1. Coordination
2. Instructions and Guidelines
3. Emergency Preparedness
4. Search and Rescue
5. Public Contact

II. Incentive Awards

1. Instruction and Guidelines
2. Review Recommendations
3. Implementation of Recommendations

JJ. Linear Responsibility Charting, Workflow Charting, Functional Statements

1. Instructions and Guidelines
2. Development and Maintenance
3. Implementation
4. Distribution

KK. Land Classification-Bureau Motion

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Development
5. Decision
6. Environmental
7. Notation of Land Status Records
8. Public Contact
9. Units of Accomplishments

LL. Fire

1. Coordination
2. Instructions and Guidelines
3. Justification
4. Fire Planning, Overall
5. Personnel Fire Qualification
6. Boise Interagency Fire Center Liaison
7. Public Contact
8. Fire Management Policy (use of fire as a Res. Mgmt. Tool)

MM. Airshed

1. Coordination
2. Instructions and Guidelines
3. Technical Review

NN. Lands - Cases

1. Receives Application
2. Adjudication
3. Transmits Casefile to District Office
4. Receives Casefile in State Office
5. Technical Review of Casefile, Report and Decision
6. Adequacy of Environmental Analysis (Format and Interrelationships)
7. Technical Adequacy of Environmental Analysis (Functional Programs) as appropriate
8. Case Disposition
9. Record Notation and Docket Files
10. Clearinghouse
11. Coordination with other Gov't. Agencies
12. Units of Accomplishment
13. Technical Assistance to District Office (Adjudicative)
14. Technical Resource Assistance to District Office (policy, etc.)
15. Developmental Work (i.e. Level II & III Agreements for R/W, Corridor Studies,etc.
16. Propose Policy Changes
17. Policy Implementation

OO. Minerals -Cases

1. Receives Application
2. Adjudication
3. Transmits Casefile to District Office
4. Receives Casefile in State Office
5. Technical Review of Mineral Report and Case Record
6. Adequacy of Environmental Analysis (Format and Interrelationships)
7. Technical Adequacy of Environmental Analysis (Functional Programs)
8. Case Disposition
9. Records Notation and Docket Files
10. Final Adjudication
11. Clearinghouse
12. Coordination with other Gov't. Agencies
13. Units of Accomplishment
14. Technical Assistance to District Office (Adjudicative)
15. Technical Resource Assistance to District Office (Policy, etc.)
16. Developmental Work (i.e. EMARS, Tract Selection, Public/Industry Nominations, etc.)
17. Propose Policy Changes
18. Policy Implementation
19. Prepare Issue Paper/Briefing Papers/Fact Sheets
20. Prepare and Monitor Contract (i.e. CRIB, CRIS)

PP. Access and Easement

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Justification
5. Environmental Consideration
6. Scheduling and Monitoring
7. Public Contact
8. Units of Accomplishment

QQ. Trespass (All)

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Technical Review
5. Decision
6. Scheduling and Monitoring
7. Paper Flow
8. Public Contact
9. Units of Accomplishments

RR. Appraisals

1. Instructions and Guidelines
2. Receives Requests
3. Priorities
4. Technical Review
5. Administrative Review
6. Scheduling and Monitoring
7. Public Contact
8. Units of Accomplishment

SS. Cadastral Survey

1. Instructions and Guidelines
2. Project Request
3. Priorities
4. Scheduling and Monitoring
5. Project Justification
6. Public Contact
7. Units of Accomplishments

TT. Electronic Communications

1. Instructions and Guidelines
2. Requests
3. Priorities
4. Technical Review
5. Scheduling and Monitoring
6. Public Contact

UU. Engineering

1. Instructions and Guidelines
2. Environmental Considerations
3. Conceptual Projection
4. Project Justification
5. Survey and Design
6. Detail Site Plan
7. Construction
8. Maintenance
9. Units of Accomplishments
10. Coordination with other Agencies
11. Clearinghouse
12. Public Contact
13. Priorities

VV. Signing

1. Instructions and Guidelines
2. Instate Coordination
3. Priorities
4. Units of Accomplishments

WW. Drafting

1. Coordination
2. Instructions and Guidelines
3. Priorities
4. Supervision
5. Scheduling and Monitoring
6. Cadastral
7. Engineering
8. Cartographic
9. Equipment and Materials Requisition
10. Records Maintenance
11. Units of Accomplishments

XX. Environmental Protection

1. Compliance
2. Training
3. Technical Assistance (policy guidelines)
4. Techanical Assistance to District Office
5. Coordination with other Gov't. Agencies
6. Technical Adequacy of Reports/Stipulations

YY. Program Support (not noted elsewhere)

1. Transportation System
2. EMRIA

# APPENDIX D

## Program Outlook Guides

The following document was prepared by District and State Office combined efforts to provide general long-term direction and to outline and give order for the planning, development or management of expected program demands. The Program Outlook Guides focus and redirect National or Departmental goals to the needs of the Bureau of Land Management in the States of Montana, North Dakota, and South Dakota. These guides are directional and are not intended to be comprehensive for all programs.

# 1603 SUPPLEMENTAL GUIDANCE

## PROGRAM OUTLOOK GUIDE

## FIVE YEAR GOALS FOR PROGRAM ACTIVITIES - MONTANA

### Introduction

The following Program Outlook Guides provide general program goals for management of the national resource lands and minerals programs in the States of Montana, North Dakota and South Dakota. These guides fall within the framework of the overall Bureau guidelines. Their purpose is to provide additional assistance to land managers in their planning effort for development of resource programs by defining general program goals. They provide additional guidance and goals supplemental to BLM manual 1602, 1603, etc. These program goals should be given first priority when developing packages, annual work plans or in scheduling day-to-day operations.

### Five Year Program Thrusts

These represent major program areas where BLM initiatives are considered very important for meeting national, state, or local needs and objectives. The following general program goals require special attention.

### I. Energy Related Minerals Management

One of our major program thrusts over the next few years will be to make available Federal energy resources (coal, O&G, Geothermal and Uranium) needed to meet the nation's energy requirements, as well as the Federal resources needed in support of development or marketing of non-federal energy sources. Over the next five years we can look forward to:

A. Applications for coal leases from ongoing operations to continue at the present moderate level;

B. The implementation of a modern coal leasing program (E.M.A.R.S.) for an orderly and timely method to offer coal leases under a competitive bidding program.

C. Oil and gas lease applications to remain at the present high level;

D. An increase in O&G exploration and drilling activity;

E. Geothermal leasing and development to remain at a modest level;

F. Staking of uranium claims and applications for leasing in L. U. Lands will remain at the present high level;

G. Application for patent of uranium claims will remain at about the present level;

H. Applications for exploration permits for coal will decline resulting in increased requests for cooperative drilling permits with information being shared;

I. We can look forward to increased concern by the public about all activities which create an environmental impact on both the landscape and people. To insure our specific goals are met will require close coordination with GS, FS, as well as State and local officials.

J. Right-of-way requests for non-Bureau energy initiatives will increase.

K. Requests for Special Land Use permits and Tramroad Permits in support of the nation's energy needs will increase.

Specific Program Goals:

(1) Complete inventory for all energy-related minerals.

(2) Adequate land-use planning and activity planning to keep pace with demand for leasing.

(3) Direct action to be taken to minimize impacted resources, social values and environmental values.

(4) Provide access to all proposed mineral leasing sites.

(5) All property corners set and boundary lines located on all proposed mineral leases (cadastral surveys).

(6) Maintain lease applications on a pipeline basis.

(7) Develop and maintain a vigorous compliance program and schedule for each lease.

(8) Increased effort toward validity determination of mining claims.

(9) Analysis of lands and resources within the area covered by a preference right lease application.

(10) Restoration and rehabilitation plans completed and included in the lease.

II. Protection of Resource Values

An equally important BLM task is to provide a level of protection adequate to arrest any downward trend of any one of the basic resources ranging from unique archeological ruins to critical watersheds. The need for existing or even increased levels of production on national resource land will vary based upon demand, but the need to maintain a stable base for scientific and productive values is important. The general outlook over the next five years will be:

(1) Demand for renewable resources will increase at a modest rate;

(2) There is an upward trend in road closures on private land;

(3) Demands for protection and enhancement of wildlife habitat, historical and archeological sites will increase;

(4) Demands for public use of national resource land will increase;

(5) Public interest in BLM programs will increase;

(6) Increased interest in industrializing the west will cause an increased demand for water;

(7) Fragmentation of authority to manage certain resources will continue;

(8) All types of trespass (occupancy, resource, access, etc.) increase as the activity increase.

Specific Program Goals:

(1) Each resource, both renewable and non-renewable will need complete inventories.

(2) Each resource should develop and implement protection and optimum enhancement program plans based on MFP's.

(3) In all cases direct action should be taken to minimize impacted resource, social and environmental values.

(4) Demonstration areas should be established by each resource to disseminate to the public the benefits of BLM's multiple-use program.

(5) A good inventory, plus close cooperation between GS and BLM, will be needed to insure proper reclamation programs are carried out on disturbed areas.

(6) Coordination between all resources in development and operation of resource management plans will insure efficient utilization of a resource.

(7) Continue trespass surveillance.

(8) To insure the availability of future water needs for national resources lands - water requirements will have to be calculated and reserved.

(9) Maintenance of existing structures, facilities or resource improvement projects will continue to be top priority over development of new projects.

(10) Low priority programs will be de-emphasized.

(11) Efforts will continue to streamline procedure while improving product quality for meeting the requirements of NEPA.

## III. Planning

One of the most valuable tools resource managers have is the guidance and program support provided in the planning system documents. Evidence that increased importance is being placed on sound multiple-use planning guidance is attested to by the many new planning boards established by State, County, and City governments, the many requests for copies of our planning documents by environmental groups, and the long established planning groups within industry. Over the next five years we can expect the following trends in land use planning:

(1) A marked increase in requests by State and Federal agencies, County and City governments and private citizens or organizations for status reports, documents and decisions from our planning effort.

(2) Increased public evaluations of proposed activity plans and their relationship to recommendations of the planning process;

(3) Increased use of the planning system as a tool to create public awareness in BLM programs, goals, and accomplishments.

(4) Increased calls for assistance and participation in local planning efforts.

(5) Land use planning legislature at all levels of government.

(6) Increased requirements for close coordination with all levels of government.

(7) A need to revise MFP's as new policy, programs, and information modifies the initial planning decisions.

Specific Program Goals:

(1) Advise the public of the management recommendations from our MFP's in a timely manner.

(2) Through early and continued involvement in the planning system process, increase public awareness and intergovernmental cooperation in BLM's multiple-use program.

(3) Develop annual work plans, program increase requests (packages), activity plans and program priorities which reflect MFP decisions.

(4) Identify and respond to the need for revising MFP's that are inadequate to meet present needs.

(5) Respond, assist and coordinate with all levels of government in their planning effort.

## IV. Public Awareness

A viable public awareness program is very important for the dissemination of our program goals, multiple-use management objectives and accomplishment in the field of resource development and environmental protection. The general public, especially special interest groups, is increasing its contact with Bureau offices seeking information on our multiple-use management programs. These contacts are expected to increase and we anticipate requests for field trips to evaluate BLM's progress toward multiple-use management and environmental protection.

Special Program Goals:

(1) Establish resource demonstration areas for dissemination of goals, objectives and

results of our management plans for all resource programs.

(2) Increase contacts with the local news media and increase special interest groups - identification and participation.

(3) Establish environmental study areas and increase support for environmental awareness programs in the school system and youth groups.

(4) Develop a plan for establishment of intergovernmental cooperative relations.

(5) Increase volume of literature explaining BLM programs and policies.

## V. Public Use of National Resource Lands

Each year the national resource lands are becoming increasingly important for a variety of non-consumptive uses due to closure of private lands for public use including access to public lands. Generally, we can look forward to increased requests for information as to location and identification of, and legal public access to national resource lands.

Specific Program Goals:

(1) Inventory of public lands for:

- (a) Access needs including an inventory of all existing roads to determine legal status.
- (b) Resources needing environmental protection.
- (c) Public health and safety measures.

(2) Identification of national resource land boundaries.

(3) Design aids to help public locate and enjoy national resource lands.

## VI. Allocation and Protection of Water Rights

Regional demands on water for agriculture, industrial recreational, and urban uses are increasing especially since the advent of the desire to extract northern plains coal, and its projected conversion to various energy products. We can expect increased filings for water rights by the public and we can expect resource development and protection projects on public lands which will require water produced on these lands.

Specific Guidance:

1. Inventory national resource lands for water production and quality data.

2. Inventory resource development and protection projects.

3. Timely filing of water rights.

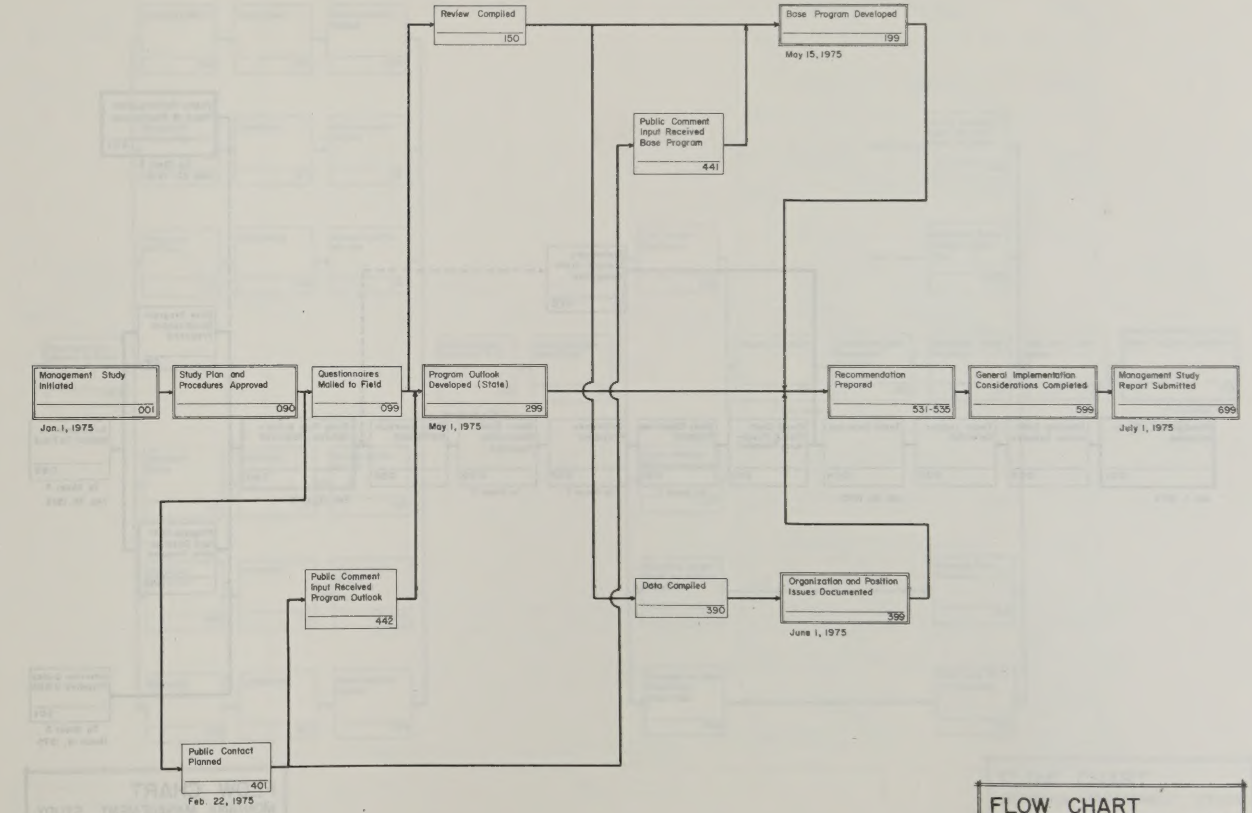
# APPENDIX E

## Study Plan and Procedures

Appendix E is a flow chart depicting major steps and key dates in the Study. It was developed by the Study Team as an overall guide. The analytical and report preparation stages are not charted in detail; however, analytical steps and methodology are covered in Part 1 of the *Study Report*.

APPENDIX E-I

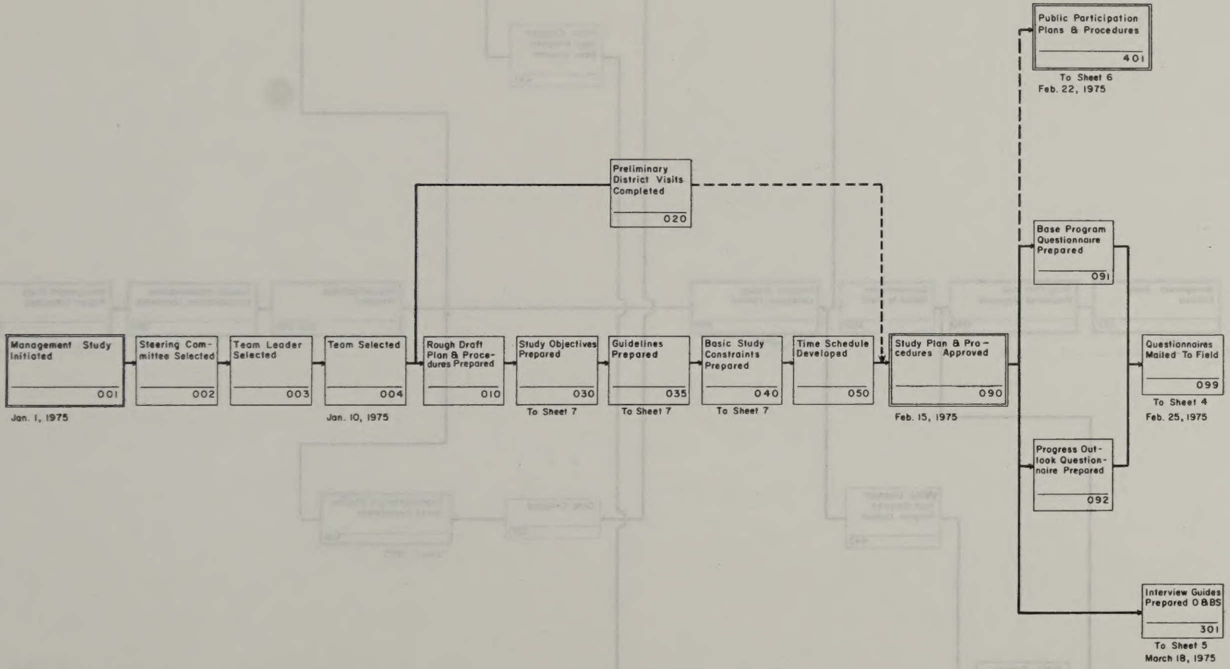
# MANAGEMENT STUDY
## SUMMARY NETWORK


Review Compiled 150
Base Program Developed 199
May 15, 1975
Public Comment Input Received Base Program 441
Management Study Initiated 001
Jan. 1, 1975
Study Plan and Procedures Approved 090
Questionnaires Mailed to Field 099
Program Outlook Developed (State) 299
May 1, 1975
Recommendation Prepared 531-535
General Implementation Considerations Completed 599
Management Study Report Submitted 699
July 1, 1975
Public Comment Input Received Program Outlook 442
Data Compiled 390
Organization and Position Issues Documented 399
June 1, 1975
Public Contact Planned 401
Feb. 22, 1975

FLOW CHART
MONTANA MANAGEMENT STUDY

MARCH 1, 1975 SHEET 1 of 7

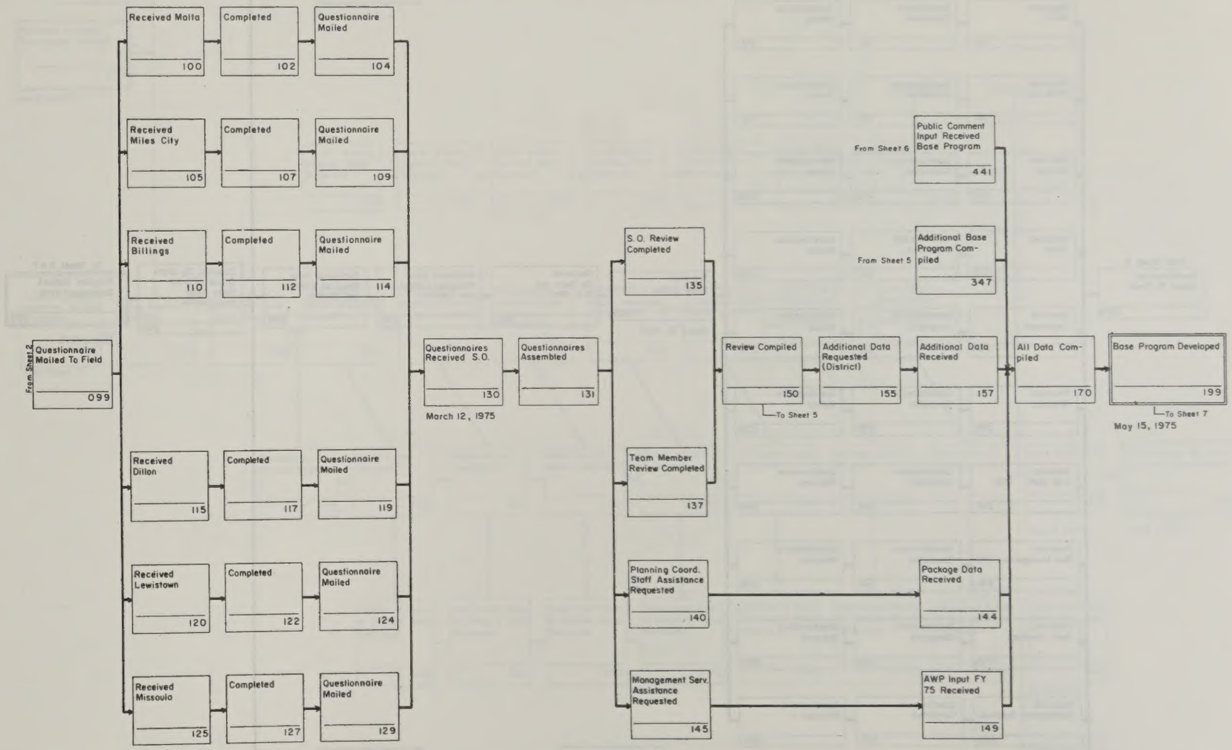
# STUDY PLAN & PROCEDURES


Management Study Initiated
001
Jan. 1, 1975
Steering Committee Selected
002
Team Leader Selected
003
Team Selected
004
Jan. 10, 1975
Rough Draft Plan & Procedures Prepared
010
Preliminary District Visits Completed
020
Study Objectives Prepared
030
To Sheet 7
Guidelines Prepared
035
To Sheet 7
Basic Study Constraints Prepared
040
To Sheet 7
Time Schedule Developed
050
Study Plan & Procedures Approved
090
Feb. 15, 1975
Public Participation Plans & Procedures
401
To Sheet 6
Feb. 22, 1975
Base Program Questionnaire Prepared
091
Progress Outlook Questionnaire Prepared
092
Questionnaires Mailed To Field
099
To Sheet 4
Feb. 25, 1975
Interview Guides Prepared O&BS
301
To Sheet 5
March 18, 1975

FLOW CHART
MONTANA MANAGEMENT STUDY

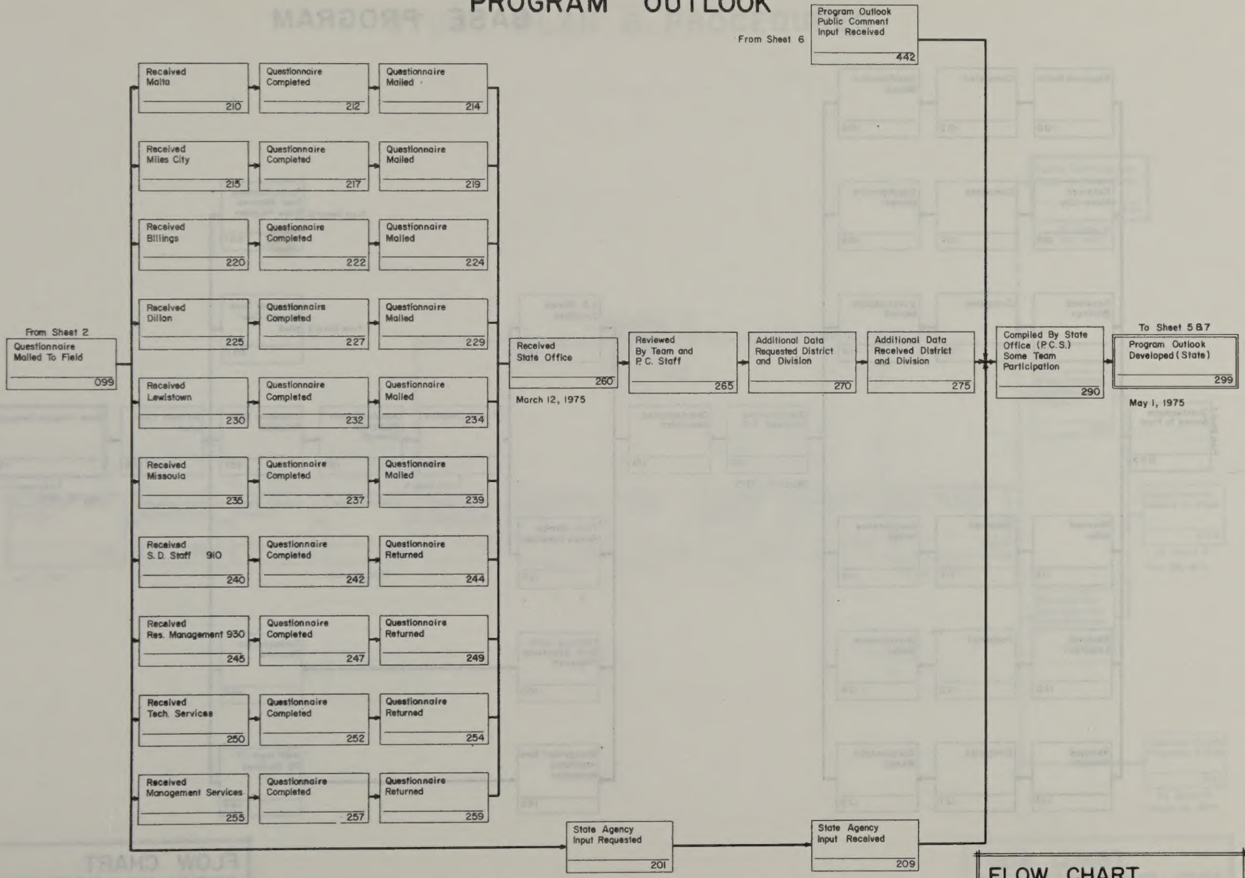
MARCH 1, 1975
SHEET 2 of 7

# BASE PROGRAM


From Sheet 2
Questionnaire Mailed To Field 099
Received Malta 100
Completed 102
Questionnaire Mailed 104
Received Miles City 105
Completed 107
Questionnaire Mailed 109
Received Billings 110
Completed 112
Questionnaire Mailed 114
Received Dillon 115
Completed 117
Questionnaire Mailed 119
Received Lewistown 120
Completed 122
Questionnaire Mailed 124
Received Missoula 125
Completed 127
Questionnaire Mailed 129
Questionnaires Received S.O. 130
March 12, 1975
Questionnaires Assembled 131
S.O. Review Completed 135
Team Member Review Completed 137
Planning Coord. Staff Assistance Requested 140
Management Serv. Assistance Requested 145
Review Compiled 150
To Sheet 5
Additional Data Requested (District) 155
Additional Data Received 157
From Sheet 6
Public Comment Input Received Base Program 441
From Sheet 5
Additional Base Program Compiled 347
Package Data Received 144
AWP Input FY 75 Received 149
All Data Compiled 170
Base Program Developed 199
To Sheet 7
May 15, 1975

FLOW CHART
MONTANA MANAGEMENT STUDY
MARCH 1, 1975
SHEET 3 of 7

# PROGRAM OUTLOOK


From Sheet 6
Program Outlook Public Comment Input Received
442
From Sheet 2
Questionnaire Mailed To Field
099
Received Malta
210
Questionnaire Completed
212
Questionnaire Mailed
214
Received Miles City
215
Questionnaire Completed
217
Questionnaire Mailed
219
Received Billings
220
Questionnaire Completed
222
Questionnaire Mailed
224
Received Dillon
225
Questionnaire Completed
227
Questionnaire Mailed
229
Received Lewistown
230
Questionnaire Completed
232
Questionnaire Mailed
234
Received Missoula
235
Questionnaire Completed
237
Questionnaire Mailed
239
Received S. D. Staff 910
240
Questionnaire Completed
242
Questionnaire Returned
244
Received Res. Management 930
245
Questionnaire Completed
247
Questionnaire Returned
249
Received Tech. Services
250
Questionnaire Completed
252
Questionnaire Returned
254
Received Management Services
255
Questionnaire Completed
257
Questionnaire Returned
259
Received State Office
260
March 12, 1975
Reviewed By Team and P. C. Staff
265
Additional Data Requested District and Division
270
Additional Data Received District and Division
275
Compiled By State Office (P. C. S.) Some Team Participation
290
To Sheet 5 & 7
Program Outlook Developed (State)
299
May 1, 1975
State Agency Input Requested
201
State Agency Input Received
209

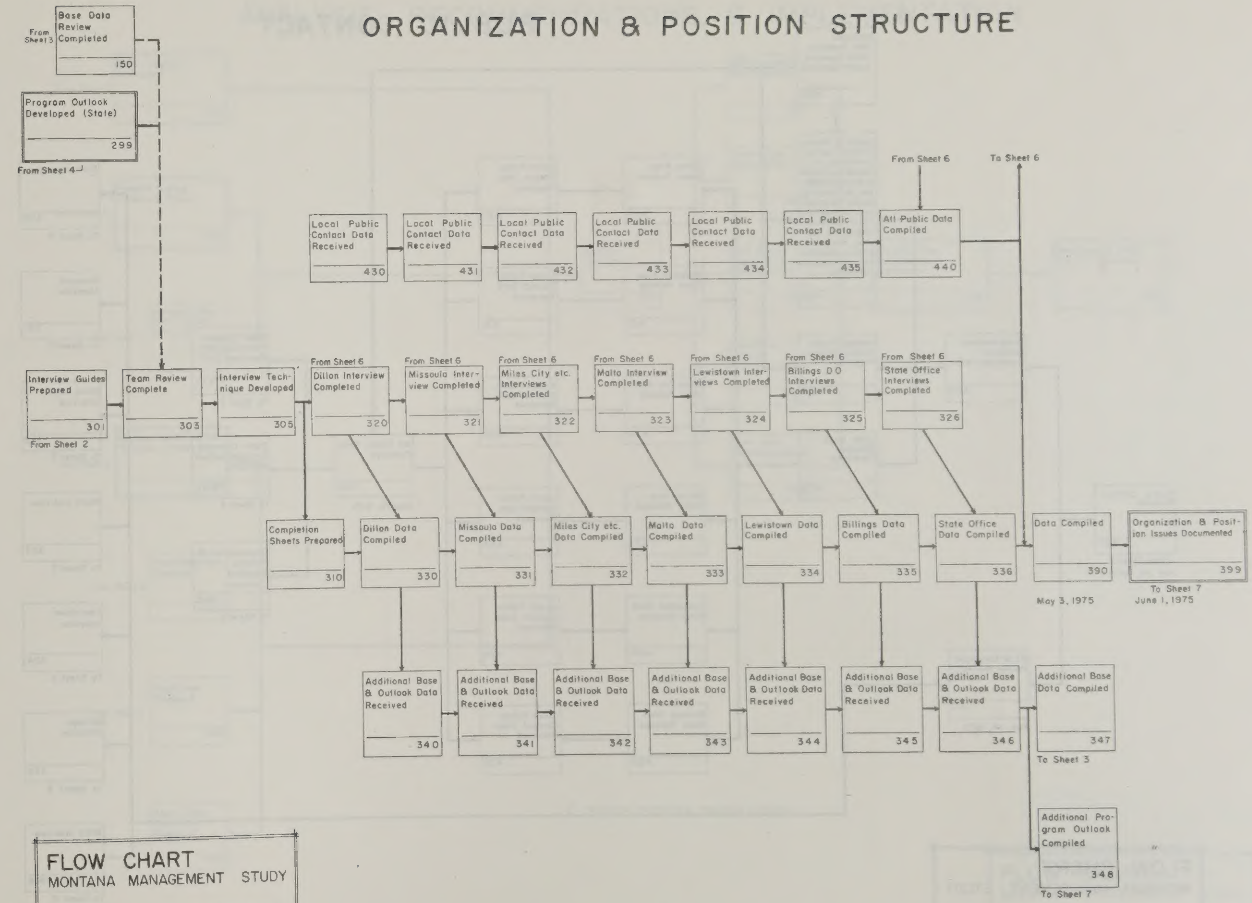
FLOW CHART

MONTANA MANAGEMENT STUDY

MARCH 1, 1975

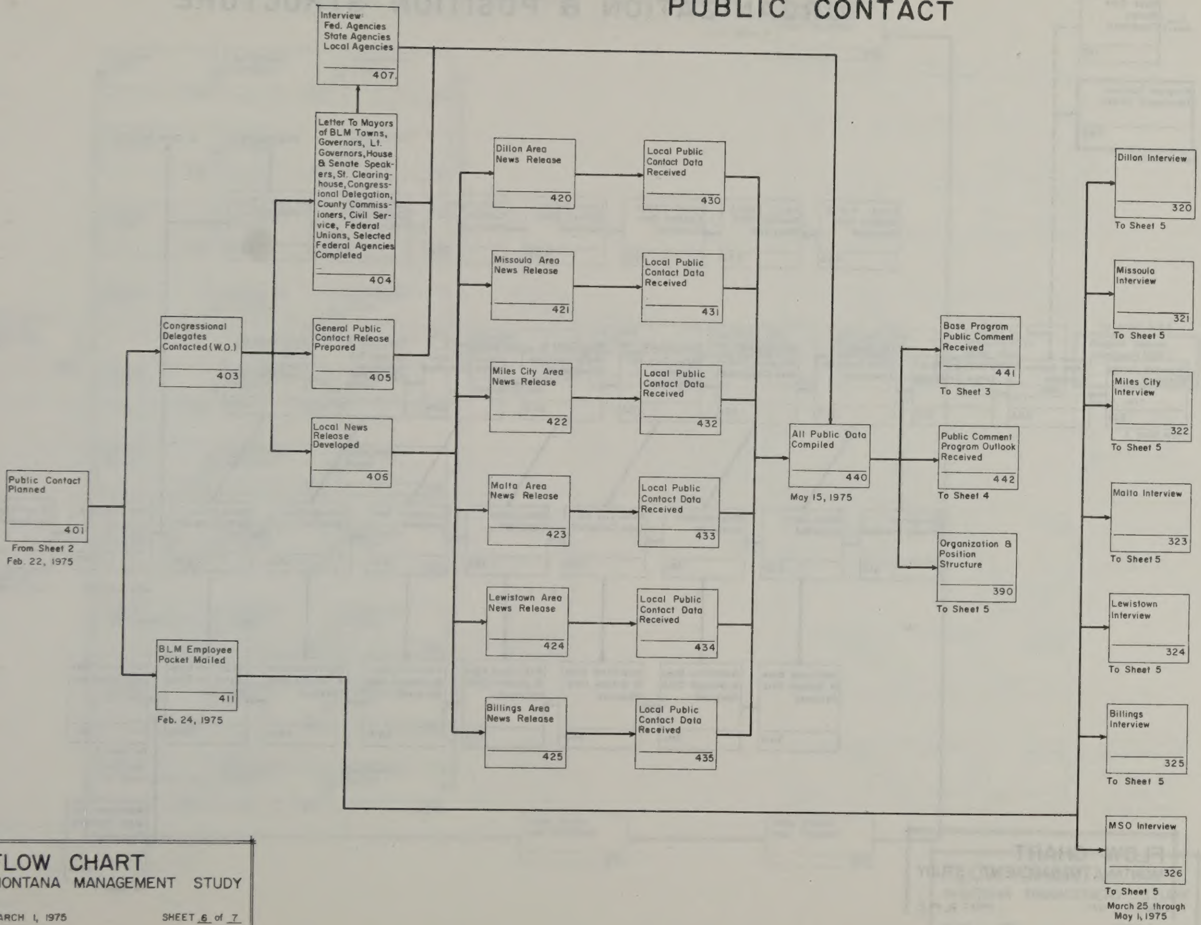
SHEET 4 of 7

# ORGANIZATION & POSITION STRUCTURE


From Sheet 3
Base Data Review Completed 150
Program Outlook Developed (State) 299
From Sheet 4
Local Public Contact Data Received 430
Local Public Contact Data Received 431
Local Public Contact Data Received 432
Local Public Contact Data Received 433
Local Public Contact Data Received 434
Local Public Contact Data Received 435
From Sheet 6
All Public Data Compiled 440
To Sheet 6
Interview Guides Prepared 301
From Sheet 2
Team Review Complete 303
Interview Technique Developed 305
From Sheet 6
Dillon Interview Completed 320
From Sheet 6
Missoula Interview Completed 321
From Sheet 6
Miles City etc. Interviews Completed 322
From Sheet 6
Malta Interview Completed 323
From Sheet 6
Lewistown Interviews Completed 324
From Sheet 6
Billings D O Interviews Completed 325
From Sheet 6
State Office Interviews Completed 326
Completion Sheets Prepared 310
Dillon Data Compiled 330
Missoula Data Compiled 331
Miles City etc. Data Compiled 332
Malta Data Compiled 333
Lewistown Data Compiled 334
Billings Data Compiled 335
State Office Data Compiled 336
Data Compiled 390
May 3, 1975
Organization & Position Issues Documented 399
To Sheet 7
June 1, 1975
Additional Base & Outlook Data Received 340
Additional Base & Outlook Data Received 341
Additional Base & Outlook Data Received 342
Additional Base & Outlook Data Received 343
Additional Base & Outlook Data Received 344
Additional Base & Outlook Data Received 345
Additional Base & Outlook Data Received 346
Additional Base Data Compiled 347
To Sheet 3
Additional Program Outlook Compiled 348
To Sheet 7

FLOW CHART
MONTANA MANAGEMENT STUDY
MARCH 1, 1975
SHEET 5 of 7

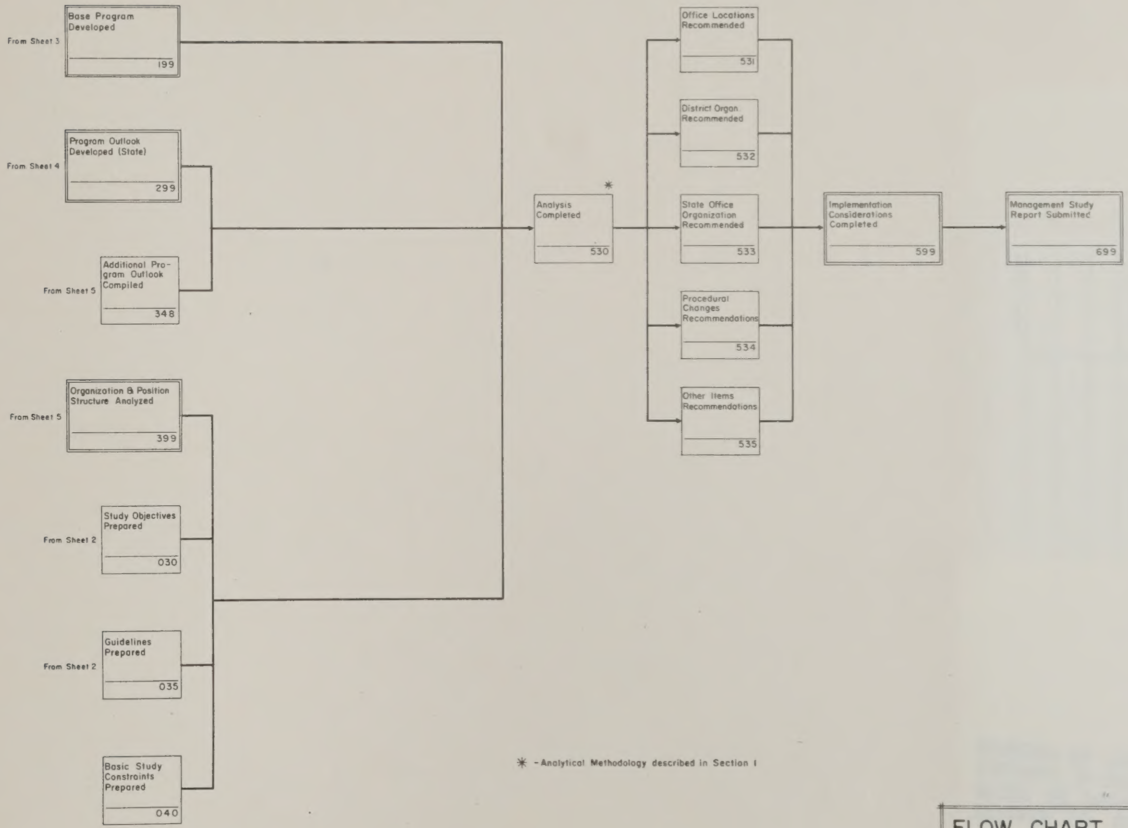
# PUBLIC CONTACT


Interview Fed. Agencies State Agencies Local Agencies 407
Letter To Mayors of BLM Towns, Governors, Lt. Governors, House & Senate Speakers, St. Clearinghouse, Congressional Delegation, County Commissioners, Civil Service, Federal Unions, Selected Federal Agencies Completed 404
Congressional Delegates Contacted (W.O.) 403
General Public Contact Release Prepared 405
Local News Release Developed 406
Public Contact Planned 401
From Sheet 2
Feb. 22, 1975
BLM Employee Pocket Mailed 411
Feb. 24, 1975
Dillon Area News Release 420
Missoula Area News Release 421
Miles City Area News Release 422
Malta Area News Release 423
Lewistown Area News Release 424
Billings Area News Release 425
Local Public Contact Data Received 430
Local Public Contact Data Received 431
Local Public Contact Data Received 432
Local Public Contact Data Received 433
Local Public Contact Data Received 434
Local Public Contact Data Received 435
All Public Data Compiled 440
May 15, 1975
Base Program Public Comment Received 441
To Sheet 3
Public Comment Program Outlook Received 442
To Sheet 4
Organization & Position Structure 390
To Sheet 5
Dillon Interview 320
To Sheet 5
Missoula Interview 321
To Sheet 5
Miles City Interview 322
To Sheet 5
Malta Interview 323
To Sheet 5
Lewistown Interview 324
To Sheet 5
Billings Interview 325
To Sheet 5
MSO Interview 326
To Sheet 5
March 25 through May 1, 1975

FLOW CHART
MONTANA MANAGEMENT STUDY

MARCH 1, 1975 SHEET 6 of 7

# ANALYSIS, RECOMMENDATIONS, & IMPLEMENTATION


From Sheet 3
Base Program Developed
199
From Sheet 4
Program Outlook Developed (State)
299
From Sheet 5
Additional Program Outlook Compiled
348
From Sheet 5
Organization & Position Structure Analyzed
399
From Sheet 2
Study Objectives Prepared
030
From Sheet 2
Guidelines Prepared
035
Basic Study Constraints Prepared
040
*
Analysis Completed
530
Office Locations Recommended
531
District Organ Recommended
532
State Office Organization Recommended
533
Procedural Changes Recommendations
534
Other Items Recommendations
535
Implementation Considerations Completed
599
Management Study Report Submitted
699

* - Analytical Methodology described in Section I

**FLOW CHART**
MONTANA MANAGEMENT STUDY

MARCH 1, 1975 SHEET 7 of 7

Form 1279-3
(June 1984)

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South Dakota.

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